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REAUTHORIZATION OF THE ADULT EDUCATION ACT

HEARING

BEFORE THE

SUBCOMMITTEE ON
EDUCATION, ARTS AND HUMANITIES

OF THE

COMMITTEE ON
LABOR AND HUMAN RESOURCES
UNITED STATES SENATE

ONE HUNDREDTH CONGRESS

FIRST SESSION

ON

EXAMINING PROPOSED LEGISLATION AUTHORIZING FUNDS FOR FISCAL YEAR 1988 THROUGH FISCAL YEAR 1993 FOR ADULT EDUCATION PROGRAMS

AUGUST 6, 1987

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REAUTHORIZATION OF THE ADULT EDUCATION ACT

THURSDAY, AUGUST 6, 1987

U.S. Senate,
Subcommittee on Education, Arts and Humanities,
Committee on Labor and Human Resources,
Washington, DC.

The subcommittee met, pursuant to notice, at 10:02 a.m., in room SD-430, Dirksen Senate Office Building, Senator Claiborne Pell (chairman of the subcommittee) presiding.

Present: Senators Pell, Kennedy, Stafford, and Thurmond.

Also present: Senators Bingaman, Chafee, and Bradley.

OPENING STATEMENT OF SENATOR STAFFORD

Senator **Stafford** (presiding). The Subcommittee on Education, Arts and Humanities will please come to order.

I am pleased to be here today as the Subcommittee on Education, Arts and Humanities convenes to discuss the reauthorization of the Adult Education Act, which is the major Federal program that provides basic education and literacy instruction for adults.

The critical problem of illiteracy in our country is not a new issue for the Members of this Subcommittee. In the 99th Congress, this Subcommittee held a series of hearings with the House Subcommittee on Elementary, Secondary and Vocational Education to discuss the issues surrounding illiteracy in the United States.

It is clear that the 23 million adult Americans who are functionally illiterate as defined by the simplest test of everyday reading, writing and comprehension cannot be ignored. These individuals are found in every segment of society and need to be reached as the literacy demands of our society increase.

I see that we have a number of expert panelists before us today, as well as the privilege of hearing from Senators Chafee, Bradley and Bingaman. I look forward to hearing all of the testimony and hope it will bring us closer to solving the critical problem we have in our country today.

I think the record should show that Senator Pell, the Chairman of this Subcommittee, has been called to the White House as a result of a meeting between the President and Congressional Foreign Relations leaders on the Nicaraguan peace proposal, and that is the reason that he is not here, but will be here as soon as he can, and that a former Chairman of this Subcommittee is being pressed into service to repeat the acts of the last few years.

We will enter Senator Pell's opening statement into the record at this point.

OPENING STATEMENT OF SENATOR PELL

Senator Pell. This hearings of the Subcommittee on Education, Arts and Humanities will come to order. Today's hearings will focus on reauthorization of the Adult Education Act. This program provides vital assistance to adults in need of basic literacy skills, and to those who want to complete a high school degree in order to improve their employability.

Assistance provided through the Adult Education Act makes a dramatic difference in lives of the adults it serves. The Adult Education Act is a sound investment in the future of our economy and a shot-in-the-arm to the adults it serves. Improving basic skills and literacy turns the unemployed into the employable, thus improving their welfare, the welfare of their families, and the productivity of our workforce.

The need for this program in my own state of Rhode Island is acute. A frightening one out of five Rhode Island adults are functionally illiterate. This costs Rhode Island $20 million each year in unemployment and welfare payments.

The sad truth is that illiteracy is not a problem caused by the apathy of these adults. Waiting lists for adult education programs in Rhode Island would enable enrollments to double overnight. And this, I know, is the case in most every state in the country.

I am of the mind, therefore, as we face reauthorization, that we should significantly increase amounts available for the Adult Education Act. We have a serious Federal responsibility to provide education programs for people who have the desire and the drive to improve their own lives. A small investment in their welfare through this program offers them the critical tools that will get them out of the unemployment lines, off the welfare rolls, and into mainstream productivity.

We are most fortunate to be joined this morning by my distinguished colleagues, Senators Bradley, Bingaman, Trible and my distinguished colleague from Rhode Island, Senator Chafee. Senators Chafee, Stafford and I recently introduced the Even-Start Assistance Act to combine early childhood education with adult education, and I am very pleased that Senator Chafee is here to speak on that legislation this morning.

Illiteracy is a hereditary condition. It is not hereditary in the genetic sense, but it is all too often the case that if the parents cannot . . . and do not . . . read, then their children will be unable to do so as well. The Even-Start Act will provide programs for both adults and children to rid the family of the generational cycle of illiteracy. It is a good bill, and I am very hopeful that we will be able to incorporate it as part of the reauthorization of elementary and secondary education programs.

Senator Stafford. I am very honored that the Chairman of the Full Committee is here to keep an eye on me this morning, Senator Kennedy.

Senator Kennedy, do you have a statement to make?

OPENING STATEMENT OF SENATOR KENNEDY

Senator Kennedy. Thank you very much.

We always know we are in good hands when our good and valued friend from Vermont is in the Chair.

Mr. Chairman, I look forward to the comments of our colleagues and our other witnesses. I want to say it is a pleasure to have all of our colleagues here, testifying on their own contributions to this legislative initiative.

I take special pride in cosponsoring with the Senator from New Jersey, Senator Bradley, a provision to provide further initiatives for parental involvement in education programs, primarily in the elementary and secondary education programs.

I am mindful, Mr. Chairman, going back over the years to the 1960s, when Robert Kennedy was involved in the fashioning of the Title I Program, and that we included important parental involvement in the shaping of that program. I think all evaluation of Title I has demonstrated that it has been extremely effective.

We saw during the period of the 1970s further enhancement of parental involvement in the education of children. And then, in 1981, an effort to eliminate some of the various advisory groups and committees, that was fashionable during that period of them when there was a diminution of that involvement, and I think Senator Bradley has wisely reminded us of what should be a fairly self-evident concept, and that is when parents are involved in the shaping of the educational experience of their children, it is an enriching experience. And I think the way that this legislation has been fashioned will give us ample opportunity to develop some initiatives in this area and some evaluation of the additional parental involvement.

I welcome the opportunity to be a cosponsor of that legislation, and I am very hopeful that we can add features of that to our elementary and secondary education reauthorization, and also to include other useful ideas that we will be hearing from our colleagues here this morning and from our other witnesses.

I appreciate the opportunity to make these comments and look forward to trying to ensure that at the time of reauthorization, we will be able to include some of these ideas in that legislation.

I thank the Chairman.

Senator STAFFORD. Thank you very much, Senator Kennedy.

We now see that Senator Strom Thurmond is here. Do you have an opening statement, Senator?

OPENING STATEMENT OF SENATOR THURMOND

Senator THURMOND. Thank you, Mr. Chairman.

Mr. Chairman, I want to commend you for holding this hearing on the reauthorization of the Adult Education Act, known as AEA.

As you may know, the first significant Federal adult education and literacy program began in the military services with World War II trainees. Programs for the civilian population started with the Manpower Development and Training Act of 1964, which provided job training for the unemployed.

The Economic Opportunity Act of 1964 provided for a variety of literacy programs, including the Adult Basic Education Program, which for the first time established formula grants to the States in this area.

These programs eventually evolved into the Federal literacy programs now under AEA. AEA represents the largest source of Federal education funds, with the primary purpose of alleviating the problems of adult literacy. Nearly three million Americans now participate in programs supported under AEA.

Mr. Chairman, America is a land of opportunity. No people on this earth have been blessed with so much. However, if one is to succeed in taking advantage of these opportunities, certain basic skills are necessary. That is why it is so important for the young people of this Nation to stay in school.

Unfortunately, many do not complete school, and many reach adulthood unable to read. This is a tragedy, because a land of opportunity can be barren for one without basic literacy skills.

AEA can open doors for those who are willing to learn these basic skills. That is why I support this program and look forward to hearing our witnesses today.

While my schedule may not allow me to stay for the entire hearing, I look forward to reviewing the transcript of today's hearing.

Thank you, Mr. Chairman.

Senator STAFFORD. Thank you very much, Senator Thurmond.

The Chair is in doubt as to how the three distinguished Senators might wish to proceed and in what order of precedence and would go from left to right, beginning with Senator Bradley, unless there is some agreement amongst you to the contrary.

Senator BRADLEY. Mr. Chairman, let me suggest that we go in the order of arrival, and since I arrived last, maybe I do not want to detain my colleagues.

Senator CHAFEE. Well, on that basis, then, I think Senator Bingaman was here ahead of me.

Senator STAFFORD. Well, the Chair thanks all three of you for avoiding embarrassing the Chair here.

Senator Bingaman, we will be glad to hear you first; Senator Chafee, second; and Senator Bradley, third.

Senator Bingaman, I understand you will be speaking on S. 629, which is the English Proficiency Act that you have sponsored, and you have a number of cosponsors. So we would be glad to hear you.

STATEMENT OF HON. JEFF BINGAMAN, A U.S. SENATOR FROM THE STATE OF NEW MEXICO; HON. JOHN H. CHAFEE, A U.S. SENATOR FROM THE STATE OF RHODE ISLAND; AND HON. BILL BRADLEY, A U.S. SENATOR, FROM THE STATE OF NEW JERSEY

Senator BINGAMAN. Thank you, Mr. Chairman.

Since I do not get a chance to go ahead of my senior colleagues often, I will take it.

I do appreciate the chance to testify, and I will make my testimony brief. It is in support of S. 629.

I think that S. 629 addresses a key part of the important subset of the problem of illiteracy that we face in the country. One of the very large groups of individuals who fall into this category of the illiterate in our country are those Americans whose native tongue is not English.

This English Proficiency Act which I have introduced and which Congressman Martinez has introduced in the House tries to address this very serious issue.

We do have several Senate cosponsors. Senators Simon, Dixon, Moynihan, Bentsen, Matsunaga, Inouye, McCain, Cranston, Bradley, DeConcini and Mikulski are all cosponsoring this bill, and we are glad of that.

The focus of the bill is on adults and those out-of-school youth who do not speak English as their first language. The Department of Education sets the illiteracy rate among this group at 48 percent compared to only 9 percent among those whose native language is English.

I think that it is clear that those who are limited in English proficiency are disproportionately represented in our Nation's illiterate population.

The demand for instruction of this kind is much larger than the supply that we have available today. An "Education Week" article of November 5 of last year reported that there are thousands of prospective students, many of them recent immigrants, being turned away from adult English language classes in this country because of lack of adequate space and adequate funding for instruction.

The immigration law that we passed last year will increase the number of non-English-speaking citizens and applicants for citizenship who seek English language instruction very significantly. It is estimated that at least two to three million undocumented aliens who now reside in this country will become eligible for naturalization under this new immigration law, and learning English, of course, goes hand-in-hand with the process of naturalization. It is clear that current services that we have available to those people to give them that instruction do not appear to be equipped to handle this influx of prospective students.

The legislation has particular meaning in my home State of New Mexico, because we have a large native-born limited-English language-speaking group. According to the 1980 Census, the Hispanic population in our State comprised about 37 percent of our total population, and the American Indian citizens in our State comprised about 9 percent. These two groups do find many of their numbers have limited ability in English, and too many of the young people in those minority groups wind up dropping out of school.

The statistics are in my full statement, and I will not go into them at this time, but it is clear that there are also very serious problems of drop-outs among those particular groups.

This measure, S. 629, tries to address the problem by establishing within the Office of Adult Education of the Department of Education a grant program for the operation of English literacy programs for eligible recipients. We specify that eligible recipients could be community-based organizations, local educational agencies, tribally-controlled schools, institutions of higher learning, public libraries or prisons. We have given broad discretion to the

Secretary of Education as to which recipients are chosen for these grants.

The bill also establishes a clearinghouse to gather and disseminate literacy training and educational materials for the limited-English-speaking population. The bill would authorize $50 million for each of the next three fiscal years; this amount, it is estimated, would permit around 142,000 people to receive instruction.

The 1980 Census estimates the total group over the age of 14 that really is in need of this instruction at 3.4 million. If this bill were authorized and passed, we would be reaching about 4 percent of the eligible population in each year.

Those minority populations which meet the definition of the limited-English-proficient are the Hispanic and Native American, Native Alaskan, Asian American, and Pacific Islanders. I think it is clear that those groups are growing in numbers and growing in significance relative to the rest of our population.

The bill as introduced both here and in the House has strong public support. We have a list of 39 education-related and minority organizations which have endorsed this legislation, and I would like very much to include that list as part of the record.

Senator STAFFORD. Without objection, that and your full written statement will be made a part of the record.

Senator BINGAMAN. I would also just point out for the Committee's information that this bill was included as part of the Omnibus Trade and Competitiveness Bill that was passed on the House side. In the Senate I have been urging that it be included in the adult education reauthorization legislation, and we hope that this Committee will act favorably upon that request. This is not a problem which is going to be here for one year and then gone; it is one we are going to have to deal with for the next decade or so at least. I appreciate very much the Committee's courtesy in allowing me to testify.

Senator STAFFORD. Well, we thank you very much, Senator Bingaman, for joining us. We would invite any of the witnesses now at the table to stay here as long as you might wish, or join us here on the podium, but we understand if other demands on your time require you to leave.

[The prepared statement of Senator Bingaman follows:]

STATEMENT BY SENATOR JEFF BINGAMAN
ADULT EDUCATION: ENGLISH PROFICIENCY ACT
SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES
COMMITTEE ON LABOR AND HUMAN RESOURCES
AUGUST 6, 1987

MR. CHAIRMAN, I AM PLEASED TO HAVE THE OPPORTUNITY TO APPEAR TODAY AS A WITNESS ON THE SUBJECT OF ADULT EDUCATION. I COMMEND THE DISTINGUISHED CHAIRMAN FOR HOLDING THIS HEARING AND FOR THE CONTRIBUTIONS HE HAS MADE TO IMPROVING THE EDUCATIONAL SYSTEM IN THIS NATION.

ONE VERY IMPORTANT ASPECT OF ADULT EDUCATION WHICH I WOULD LIKE TO COMMENT ON TODAY IS ILLITERACY. I KNOW I DON'T HAVE TO TELL THE CHAIRMAN AND THE MEMBERS OF THIS COMMITTEE THAT THE PROBLEM OF ILLITERACY IS AT EPIDEMIC PROPORTIONS. ONE VERY LARGE GROUP OF INDIVIDUALS WHO FALL INTO THIS CATEGORY ARE THOSE AMERICANS WHOSE NATIVE TONGUE IS NOT ENGLISH.

EARLIER THIS YEAR, I INTRODUCED LEGISLATION, S. 629, TO RAISE THE COMMUNICATION AND LITERACY SKILLS OF THIS GROUP. THE BILL, THE ENGLISH PROFICIENCY ACT, IS SIMILAR TO THE

VERSION I INTRODUCED IN THE 99TH CONGRESS. I AM PLEASED TO REPORT THAT SENATORS SIMON, DIXON, MOYNIHAN, BENTSEN, MATSUNAGA, INOUYE, MCCAIN, CRANSTON, BRADLEY, DECONCINI AND MIKULSKI ARE ALL COSPONSORING THIS LEGISLATION. A COMPANION BILL, H.R. 579, HAS BEEN INTRODUCED BY REPRESENTATIVE MATTHEW MARTINEZ AND ENJOYS WIDE SUPPORT IN THE HOUSE. INDEED, THE PROVISIONS OF THE BILL HAVE BEEN ADDED TO THE OMNIBUS TRADE AND COMPETITIVENESS ACT WHICH PASSED THE HOUSE EARLIER THIS YEAR.

OUR BILL FOCUSES ON THOSE ADULTS AND OUT OF SCHOOL YOUTH WHOSE FIRST LANGUAGE IS NOT ENGLISH. THE U.S. DEPARTMENT OF EDUCATION SETS THE ILLITERACY RATE AMONG THIS GROUP AT 48 PERCENT, COMPARED TO ONLY 9 PERCENT AMONG THOSE WHOSE NATIVE LANGUAGE IS ENGLISH. THE OVERALL ILLITERACY RATE FOR ALL U.S. ADULTS IS 13 PERCENT. STUDIES HAVE FOUND THAT AMONG THE NATION'S FASTEST GROWING MINORITY - HISPANIC'S - THE ILLITERACY RATE IS AS HIGH AS 56 PERCENT. WHAT CONCERNS ME AS MUCH AS THESE FIGURES IS THE STRONG CORRELATION BETWEEN ILLITERACY IN THE PRIMARY LANGUAGE AND ILLITERACY IN ENGLISH. 86 PERCENT OF PERSONS THOSE PRIMARY LANGUAGE IS NOT ENGLISH INDICATE THEY ARE ILLITERATE IN THEIR NATIVE LANGUAGE AS WELL. AS THESE FIGURES SHOW, THOSE WHO ARE LIMITED IN ENGLISH PROFICIENCY ARE DISPROPORTIONATELY REPRESENTED AMONG IN NATION'S ILLITERATE POPULATION.

Demand for instruction is great

CONTRARY TO CONVENTIONAL WISDOM, LIMITED ENGLISH SPEAKERS ARE INTERESTED IN LEARNING ENGLISH. AN EDUCATION WEEK ARTICLE OF NOVEMBER 5, 1986 REPORTS THAT THOUSANDS OF PROSPECTIVE STUDENTS, MANY OF THEM RECENT IMMIGRANTS, ARE BEING TURNED AWAY FROM ADULT ENGLISH LANGUAGE CLASSES. WHETHER IN LOS ANGELES, HOUSTON, NEW YORK CITY, OR ALBUQUERQUE, ADULT EDUCATION OFFICIALS REPORT TOO FEW CLASSES FOR TOO MANY STUDENTS. THE ARTICLE REPORTS THAT ADULT EDUCATION OFFICIALS IN LOS ANGELES WERE UNABLE TO SERVE ROUGHLY 40,000 ADULTS SEEKING ENGLISH LANGUAGE INSTRUCTION IN 1986 - MORE THAN TWICE THE NUMBER TURNED AWAY IN 1985. IN MY STATE OF NEW MEXICO THERE IS FAR GREATER OPPORTUNITY FOR ADULT LEARNERS IN URBAN AREAS, THAN IN RURAL COMMUNITIES.

THE IMMIGRATION LAW ENACTED BY THE LAST CONGRESS WILL INCREASE THE NUMBER OF NON-ENGLISH SPEAKERS SEEKING LANGUAGE INSTRUCTION. BETWEEN 2 AND 3 MILLION UNDOCUMENTED ALIENS NOW RESIDING IN THE UNITED STATES WILL BECOME ELIGIBLE FOR NATURALIZATION IF THEY ENTERED THE U.S. BEFORE 1982. LEARNING ENGLISH GOES HAND-IN-HAND WITH NATURALIZATION, AND OUR CURRENT SERVICE PROVIDERS DO NOT APPEAR TO BE EQUIPPED TO HANDLE THE INFLUX OF THESE PROSPECTIVE STUDENTS. IT WOULD BE UNFORTUNATE IF THE LACK OF ENGLISH CLASSES BECOMES A BARRIER TO CITIZENSHIP - A RESULT CONTRARY TO THE PURPOSES OF THE IMMIGRATION BILL.

THIS LEGISLATION HAS PARTICULAR MEANING FOR MY HOME STATE, BECAUSE TO LOWER ITS CURRENT 14 PERCENT ILLITERACY RATE NEW MEXICO MUST MEET THE SPECIAL NEEDS OF ITS LIMITED ENGLISH POPULATION. UNLIKE A STATE SUCH AS CALIFORNIA, WHICH HAS A LARGE IMMIGRANT POPULATION, NEW MEXICO HAS A LARGE POPULATION OF NATIVE-BORN LIMITED ENGLISH SPEAKERS. ACCORDING TO THE 1980 U.S. CENSUS, HISPANICS IN NEW MEXICO COMPRISE 37 PERCENT OF THE STATE'S TOTAL POPULATION, AND AMERICAN INDIANS 9 PERCENT. IN THESE TWO GROUPS NEW MEXICO FINDS THE LARGEST NUMBER OF ITS LIMITED ENGLISH SPEAKERS.

NATURALLY, SCHOOLS ARE ASSUMED TO HAVE MAJOR RESPONSIBILITY FOR LITERACY INSTRUCTION, YET WE CONTINUE TO SEE THAT TOO MANY OF OUR YOUNG PEOPLE DROPPING OUT OF SCHOOL. RECENTLY RELEASED FIGURES BY THE STATE DEPARTMENT OF EDUCATION SHOW THAT NEW MEXICO'S ANNUAL HIGH SCHOOL DROP-OUT RATE WAS 7.4 PERCENT FOR 1985-86. NATIVE AMERICAN STUDENTS HAVE THE HIGHEST DROP-OUT RATE AT 12.2 PERCENT, FOLLOWED BY HISPANIC STUDENTS AT 8.1 PERCENT. THE RATE FOR ANGLO STUDENTS IS 5.8 PERCENT. WHAT THESE FIGURES DON'T TELL US IS WHAT THE DROP-OUT RATE WOULD BE OVER A FOUR YEAR PERIOD, WHICH I BELIEVE WOULD BE A MORE ACCURATE ASSESSMENT OF HOW MANY STUDENTS REMAIN IN SCHOOL. INTERVENTION FOR THESE "AT RISK STUDENTS" POSES A CHALLENGE TO SCHOOLS AND PARENTS ALIKE. THIS BILL RECOGNIZES THE HIGHER DROP-OUT RATE AMONG LIMITED ENGLISH SPEAKING YOUTH BY TARGETING LITERACY SERVICES TO OUT-OF-SCHOOL YOUTH.

TARGETED EQUALLY ARE LIMITED ENGLISH SPEAKING ADULTS. ACCORDING TO THE STATE DEPARTMENT OF EDUCATION, 22 PERCENT OF NEW MEXICO'S TOTAL POPULATION, 282,447 PERSONS, ARE EITHER NOT IN SCHOOL OR HAVE NOT GRADUATED FROM HIGH SCHOOL OR EARNED AN EQUIVALENT DIPLOMA. OF THIS TOTAL, CLOSE TO HALF HAVE ONLY 8 YEARS OR LESS OF FORMAL EDUCATION. ADULT BASIC EDUCATION TYPICALLY TRIES TO MEET THE NEEDS OF THE ADULT PORTION OF THIS GROUP, BUT IT SERVED ONLY 20,500 ADULT NEW MEXICANS IN FISCAL YEAR 1986. THIS LEGISLATION WILL ALLOW MORE COMMUNITIES TO HAVE SERVICES THAT BEGIN TO FILL THIS GAP.

THE MEASURE ESTABLISHES WITHIN THE OFFICE OF ADULT EDUCATION OF THE DEPARTMENT OF EDUCATION A GRANT PROGRAM FOR THE OPERATION OF ENGLISH LITERACY PROGRAMS FOR ELIGIBLE RECIPIENTS, WHICH MAY BE COMMUNITY-BASED ORGANIZATIONS, LOCAL EDUCATIONAL AGENCIES, TRIBALLY-CONTROLLED SCHOOLS, INSTITUTIONS OF HIGHER LEARNING, PUBLIC LIBRARIES, OR PRISONS. DEMONSTRATION PROGRAMS ARE AUTHORIZED TO DEVELOP IMPROVED APPROACHES AND TECHNIQUES FOR EDUCATING AMERICANS OF LIMITED ENGLISH PROFICIENCY. THE BILL ALSO ESTABLISHES A CLEARINGHOUSE TO GATHER AND DISSEMINATE LITERACY TRAINING AND EDUCATIONAL MATERIALS FOR THE LIMITED ENGLISH POPULATION. THE BILL AUTHORIZES $50 MILLION FOR EACH OF FISCAL YEARS 1988, 1989, AND 1990. THIS AMOUNT WILL SERVE 142,857 LIMITED ENGLISH SPEAKERS ANNUALLY. THE 1980 CENSUS ESTIMATES THE

TOTAL LIMITED ENGLISH PROFICIENT POPULATION AGED 14 AND OVER AT 3,422,592. THUS, THE $50 MILLION WILL STILL REACH ONLY 4 PERCENT OF THE ELIGIBLE POPULATION.

IT IS CERTAINLY MY INTENT THAT THIS LEGISLATION INCLUDE THOSE MINORITY POPULATIONS WHICH MEET THE DEFINITION OF LIMITED ENGLISH PROFICIENT - INCLUDING HISPANIC'S, AMERICAN INDIANS AND NATIVE ALASKANS, AND ASIAN AMERICANS AND PACIFIC ISLANDERS. THE DEMOGRAPHIC TRENDS OF OUR NATION ANTICIPATE THAT BY THE YEAR 2000 ONE OF EVERY THREE AMERICANS WILL BE A MEMBER OF A MINORITY GROUP. IF WE FAIL TO ADDRESS THE SPECIAL EDUCATIONAL NEEDS OF THESE GROUPS NOW WE DENY OURSELVES AND THESE INDIVIDUALS A MORE PRODUCTIVE FUTURE.

THIS LEGISLATION HAS STRONG PUBLIC SUPPORT. THERE ARE 39 EDUCATION-RELATED AND MINORITY ORGANIZATIONS SUPPORTING THE ENGLISH PROFICIENCY ACT. I ASK THAT A LIST OF THESE ORGANIZATIONS BE PRINTED IN THE RECORD FOLLOWING THE CONCLUSION OF MY REMARKS.

I KNOW THE CHAIRMAN WILL DO HIS BEST TO EMBRACE THIS ISSUE AS PART OF THE LARGER ADULT EDUCATION REAUTHORIZATION LEGISLATION HE IS CONSIDERING AND I STAND READY TO HELP HIM TAKE THIS MODEST FIRST STEP TO OVERCOME THE LANGUAGE BARRIER FACED BY MILLIONS OF AMERICANS.

THANK YOU, MR. CHAIRMAN.

The following organizations have endorsed the English Proficiency Act. February 18, 1987.

American Civil Liberties Union
American G.I. Forum of United States
American Jewish Congress
American Jewish Committee
Asian Pacific American Bar Association
Asian Americans for Equality
Aspira of America
Association for Community Based Education
Center for Applied Linguistics
Children's Defense Fund
Chinese for Affirmative Action
Cuban National Planning Council
Indochina Resource Action Center
International Reading Association
Japanese American Citizens League
Joint National Committee for the Languages
League of United Latin American Citizens
Mexican American Legal Defense and Educational Fund
Mexican American Women's National Association
NAACP Legal Defense Fund
National Asian Pacific Democratic Council
National Association of Latino Elected and Appointed Officials
National Association for Bilingual Education
National Center for Urban Ethnic Affairs
National Coalition of Title I/Chapter I Parents
National Community Education Association
National Council of La Raza
National Education Association
National Hispanic Bar Association
National Indian Education Association
National Italian American Foundation
National PTA
National Puerto Rican Coalition
National Puerto Rican Forum
Native American Science Education Association
Organization of Chinese Americans, Inc.
Organization of Pan Asian American Women
Puerto Rican Legal Defense and Educational Fund
Teachers of English to Speakers of Other Languages
70,001, Inc.

Senator **Stafford**. Senator Chafee, I guess you would be next, and you are talking about a bill which you sponsored, of which the Chair is a cosponsor, so we would be very glad to hear you.

Senator **Chafee**. Well, thank you very much, Mr. Chairman.

I want to thank you and Senator Pell, Senator Kennedy, and Senator Thurmond for this opportunity to testify on the reauthorization of the Adult Education Act.

I also want to commend this Subcommittee for moving so quickly to reauthorize the many programs within its purview, most notably, of course, Chapters 1 and 2, which are the cornerstones of Federal aid to schools.

Any discussion, it seems to me, Mr. Chairman, of adult education has to include the persistence of illiteracy in our society. We have all heard the statistics of illiteracy in America, and they certainly are daunting. These estimates vary from 21 million adults who are illiterate, which is 12 percent of the adult population, to 60 million, or 33 percent of the adult population.

But let us settle on a figure of something like 30 million, or 16 percent, which seems to be a conservative estimate. Now, we can quibble about the extent and the definition of illiteracy, but one fact, it seems to me, is incontrovertible, and that is this: Today's society is ever more complex—particularly the requirements for jobs—and thus it makes ever greater demands on the individual to be able to read. As the level of reading accomplishment that it just takes to function in today's world increases, and more and more adults, unfortunately, are slipping into the category of functional illiterate.

The Adult Education Act is our chief weapon in the fight against illiteracy. Yet I think we all acknowledge this falls far short of the all-out effort that is required.

Last year, the program served a little less than three million adults, and even if you use the most conservative estimates, this is about only 13 percent of the illiterate adult population.

So clearly, there is a strong case for expanding the reach and breadth of our literacy effort.

I would like to just spend a moment, if I might, Mr. Chairman, discussing an idea of how this might be done pursuant to legislation that I have introduced and which you were kind enough to cosponsor along with Senator Pell. That is called the Even Start Act, S. 1585.

The purpose of the Even Start Act is to break the all too common pattern in which illiteracy is handed from one generation to another. This bill would do that by providing for literacy projects specifically targeted at nonreading parents and their preschool-age children. This is the age that adults are most motivated to do something about becoming literate— when their children are very young and just about to start school. The parents then say to themselves, "I should learn how to read in order to help my children, in order to understand what they are doing and to help them with their work."

Provisions similar to this Even Start Act have already been adopted by the House, pursuant to legislation introduced by Representative Goodling of Pennsylvania.

The Even Start bill is premised upon this sad but unavoidable fact that children of nonreaders tend to grow up to be nonreaders as well. Their parents are at loss to offer even the most basic help—much less to get actively involved in the child's schooling.

What we need to do is to give these parents help and give their children an even start at school—and an even start on literacy.

What this bill would do would be to authorize $30 million for Even Start projects in the first year and such sums as may be necessary in the four subsequent years. The projects would be collaborative efforts among schools, libraries, community organizations, Headstart agencies, job training programs, Chapter 1 provides and, adult education organizations. Even start projects do not necessarily have to be in the school.

The programs would be targeted at families from Chapter 1-eligible areas, an area that I know all Members of this Subcommittee are concerned with. In Chapter 1 areas, eligible parents would be nonreading parents and their children between the ages of one and seven.

The Even Start Program is thus consistent with this Subcommittee's continuing efforts to make Chapter 1 services available to a greater portion of the eligible population.

The Even Start Program would build on Chapter 1's good work, bringing Chapter 1-type services to more of those in need and bringing the parents into the process.

In closing, I would like to acknowledge the terrific support that you, Mr. Chairman, and Senator Pell and Senator Thurmond and all the Members of this Subcommittee have made throughout your careers on behalf of this Nation's schools. Under your stewardship, this Subcommittee has, through thick and thin, through good times and bad times, been a tireless champion of high-quality education, and I know that this year and this reauthorization will be no exception. I want to thank all the Members of the Subcommittee.

Senator STAFFORD. Thank you very much, Senator Chafee.

[The prepared statement of Senator Chafee follows:]

TESTIMONY OF
SENATOR JOHN H. CHAFEE
BEFORE THE
SENATE SUBCOMMITTEE ON EDUCATION
AUGUST 6, 1987

MR. CHAIRMAN, I WANT TO THANK YOU AND SENATOR STAFFORD FOR GIVING ME THIS OPPORTUNITY TO TESTIFY ON THE REAUTHORIZATION OF THE ADULT EDUCATION ACT. I ALSO WANT TO COMMEND THE SUBCOMMITTEE FOR MOVING SO QUICKLY TO REAUTHORIZE THE MANY PROGRAMS WITHIN ITS PURVIEW -- MOST NOTABLY CHAPTERS ONE AND TWO, THE CORNERSTONES OF FEDERAL AID TO SCHOOLS.

ANY DISCUSSION OF ADULT EDUCATION HAS TO INCLUDE THE PERSISTENCE OF ILLITERACY IN OUR SOCIETY. WE'VE ALL HEARD THE STATISTICS ON ILLITERACY, AND THEY ARE DAUNTING: ESTIMATES VARY FROM 21 MILLION ADULTS, OR 12 PERCENT OF THE ADULT POPULATION, TO 60 MILLION ADULTS, OR 33 PERCENT OF THE ADULT POPULATION. A CONSERVATIVE ESTIMATE WOULD BE IN THE RANGE OF 30 MILLION ADULTS, OR 16 PERCENT.

WE CAN QUIBBLE ABOUT THE DEFINITION AND EXTENT OF ILLITERACY, BUT ONE FACT IS INCONTROVERTIBLE: AS SOCIETY GROWS MORE COMPLEX, ITS MAKES EVER GREATER DEMANDS ON ITS MEMBERS -- PARTICULARLY IN

THE AREA OF LITERACY. AS THE LEVEL OF READING ACCOMPLISHMENT THAT IT TAKES JUST TO FUNCTION IN THIS WORLD STEADILY INCREASES, MORE AND MORE ADULTS ARE SLIPPING INTO THE CATEGORY OF "FUNCTIONAL" ILLITERACY.

THIS STATE OF AFFAIRS HARDLY BODES WELL FOR OUR EFFORTS TO SHORE UP OUR COMPETITIVE POSITION IN THE WORLD MARKETPLACE. BUT THE PICTURE IS NOT ENTIRELY BLEAK. IN FACT, ILLITERACY HAS BEEN CALLED ONE OF THE MOST "SOLVABLE" OF ALL OUR SOCIAL PROBLEMS. I SINCERELY BELIEVE THIS -- BUT IT WILL TAKE A CONCERTED EFFORT: A FEDERAL COUNTERPART TO THE STATE, LOCAL, AND PRIVATE PROGRAMS THAT ARE NOW SPRINGING UP IN EVERY PART OF THE COUNTRY.

THE ADULT EDUCATION ACT IS OUR CHIEF WEAPON IN THE FIGHT AGAINST ILLITERACY. YET IT FALLS FAR SHORT OF THE ALL-OUT EFFORT THAT IS REQUIRED: LAST YEAR, ITS PROGRAMS SERVED ONLY 2.8 MILLION ADULTS. EVEN USING ONE OF THE MOST CONSERVATIVE ESTIMATES OF ILLITERACY (21 MILLION ADULTS; U.S. DEPARTMENT OF EDUCATION) THIS AMOUNTS TO ONLY 13 PERCENT OF THE ILLITERATE POPULATION. CLEARLY, THERE IS A STRONG CASE FOR EXPANDING THE REACH AND BREADTH OF OUR LITERACY EFFORT.

I'D LIKE TO SPEND A MOMENT DISCUSSING ONE IDEA AS TO HOW THIS MIGHT BE DONE THAT I HAVE JUST INTRODUCED HERE IN THE SENATE. I'M PLEASED AND HONORED THAT THE DISTINGUISHED CHAIRMAN AND RANKING

MEMBER OF THIS SUBCOMMITTEE HAVE JOINED ME AS COSPONSORS OF THIS BILL, CALLED THE EVEN START ACT (S. 1585).

THE PURPOSE OF THE EVEN START ACT IS TO BREAK THE ALL-TOO-COMMON PATTERN IN WHICH ILLITERACY IS HANDED FROM ONE GENERATION TO THE NEXT. IT WOULD DO THIS BY PROVIDING FUNDS FOR LITERACY PROJECTS SPECIFICALLY TARGETTED AT NON-READING PARENTS AND THEIR PRESCHOOL-AGED CHILDREN. SIMILAR PROVISIONS, SPONSORED BY REPRESENTATIVE GOODLING OF PENNSYLVANIA, HAVE ALREADY BEEN ADOPTED BY THE HOUSE, AS PART OF H.R. 5, ITS OMNIBUS EDUCATION REAUTHORIZATION BILL.

THE EVEN START BILL IS PREMISED UPON THE SAD BUT UNAVOIDABLE FACT THAT THE CHILDREN OF NON-READERS TEND TO GROW UP TO BE NON-READERS AS WELL. THEY ENTER SCHOOL AT A DISTINCT DISADVANTAGE IN COMPARISON TO CHILDREN FROM READING HOUSEHOLDS, AND FALL STILL FURTHER BEHIND AS THEIR SCHOOL YEARS PROGRESS. THEIR PARENTS ARE AT A LOSS TO OFFER EVEN THE MOST BASIC HELP -- MUCH LESS TO GET ACTIVELY INVOLVED IN THEIR CHILD'S SCHOOLING. WHAT WE NEED TO DO IS TO GIVE THESE PARENTS HELP, AND GIVE THEIR CHILDREN AN "EVEN START" AT SCHOOL -- AN EVEN START ON LITERACY.

THIS BILL WOULD AUTHORIZE $30 MILLION FOR EVEN START PROJECTS IN THE FIRST YEAR, AND SUCH SUMS AS MAY BE NECESSARY IN THE FOUR SUBSEQUENT YEARS. THESE PROJECTS WOULD BE COLLABORATIVE EFFORTS

AMONG SCHOOLS, LIBRARIES, COMMUNITY ORGANIZATIONS, HEAD START PROVIDERS, JTPA AGENCIES, CHAPTER ONE PROVIDERS, AND ADULT EDUCATION ORGANIZATIONS.

SO THAT EVEN START SERVICES GO TO AREAS OF GREATEST ECONOMIC AND EDUCATIONAL DISADVANTAGE, THE PROGRAMS WOULD BE TARGETTED AT THE FAMILIES FROM CHAPTER ONE-ELIGIBLE AREAS -- SPECIFICALLY, NON-READING PARENTS AND THEIR CHILDREN BETWEEN THE AGES OF 1 AND 7.

THUS, THE EVEN START PROGRAM IS CONSISTENT WITH THIS SUBCOMMITTEE'S CONTINUING EFFORTS TO MAKE CHAPTER ONE SERVICES AVAILABLE TO A GREATER PROPORTION OF THE ELIGIBLE POPULATION. AS THE MEMBERS OF THIS COMMITTEE ARE WELL AWARE, THE CHAPTER ONE PROGRAM IS A PRIME EXAMPLE OF A FEDERAL PROGRAM THAT CRIES OUT FOR EXPANSION: ITS EFFECTIVENESS IS INCONTESTABLE, YET IT SERVES ONLY 40 PERCENT OF THOSE ELIGIBLE. THE EVEN START PROGRAM WOULD BUILD ON CHAPTER ONE'S GOOD WORK, BRINGING CHAPTER ONE-TYPE SERVICES TO MORE OF THOSE IN NEED, AND BRINGING PARENTS INTO THE PROCESS AS WELL.

IN CLOSING, I'D SIMPLY LIKE TO ACKNOWLEDGE SENATORS PELL AND STAFFORD FOR THEIR CAREER-LONG EFFORTS IN BEHALF OF THIS NATION'S SCHOOLS. UNDER THEIR STEWARDSHIP, THIS SUBCOMMITTEE HAS -- THROUGH THICK AND THIN -- BEEN A TIRELESS CHAMPION OF HIGH-QUALITY EDUCATION. I KNOW THAT THIS YEAR, AND THIS REAUTHORIZATION, WILL BE NO EXCEPTION.

THANK YOU ONCE AGAIN.

Senator **Stafford**. Senator Thurmond, I did not ask if you had any questions of Senator Bingaman, or if you do of Senator Chafee; this would be a time, if you do, to ask them.

Senator **Thurmond**. Mr. Chairman, I have no questions for either one. They are both very able and dedicated Senators; they are very much interested in education, and we thank them for their presence here this morning.

Senator **Stafford**. Well, I certainly share that sentiment, and I thank them both. And again I say we would love to have you stay, but if you need to go elsewhere, we understand that.

Senator **Chafee**. Thank you very much.

Senator **Stafford**. Senator Bradley, we would be very happy now to hear from you.

Senator **Bradley**. Thank you very much, Mr. Chairman.

I appreciate the opportunity to speak before the Committee on the Family-School Partnership Act.

One thing we have learned over the years is that students need the support and encouragement of their families to excel. If a family is telling a child that education does not matter, that knowledge is a waste of time, then even the best teacher will have a very difficult time breaking through to that child.

The landmark report in 1964 by James Coleman and his colleagues found that family environment was more strongly related to student achievement than any other factor, including school quality, and studies done since then only reconfirm that fact.

We know several things about parental involvement in the education of their children—first, that it raises academic achievement; it improves attitude and performance of children at school; it helps parents understand and support the work of schools; it enables parents and children to communicate better, and it builds good school-community relationships.

Yet, Mr. Chairman, most school systems do little to actively involve parents in the educational lives of their children. From kindergarten through twelfth grade, children spend about 8 percent of their time in contact with teachers.

Who has access to them the remaining 92 percent of the time? For the most part, it is the child's family. Families are children's first and foremost influential teachers. Yet a recent study found that mothers and fathers employed outside the home spent on average eight minutes a day with their children on activities that could be classified as learning-related—only eight minutes a day.

Now, that is not because these parents do not care; it is because they do not know how they could get involved in the work of the school to be supportive; they frequently do not want the confrontation that sometimes results from seeming to interfere, either with the school or the child. They do not know how to establish a regular home program to supplement the work of the school, whether it is checking the homework, whether it is giving quizzes, whether it is talking about the book the child is reading, or whatever.

There have been tremendous changes in family life over the last decade. Many more children are being raised in single-parent families, two-parent families where both parents work, or other variations on what we always thought of as the traditional family.

What has not changed, however, is that families across all economic and racial lines care about their children and their schooling. They want their children to succeed.

Programs which have been successful in involving parents, such as Headstart and Project Follow-Through, demonstrate that even tired, overworked parents will expend the effort to help their children succeed. Those parents care.

What families need is guidance in turning their caring into practical, school-supportive action at home. The success of parent-school partnerships has been demonstrated by the success of programs such as the National Education Association's Teacher-Parent Partnership Program, the Home and School Institute, founded by Dr. Dorothy Rich, and the Institute for Citizen Involvement in Education in my home State of New Jersey.

Finding ways for schools to provide support to families is frankly a strategic use of scarce resources. Just a small investment of school staff time and materials can result in enthusiastic parental support, and that in turn can yield major educational gains for children—the schools simply reaching out and encouraging parents to do specific things supportive of work in the school.

The Federal Government, I believe, can challenge States and localities to develop effective family-school partnership programs which are responsive to local needs. That is why Senator Kennedy and I introduced the Family-School Partnership Act. This legislation would provide only $20 million to demonstrate effective ways to support the family's role in reinforcing and expanding the work of the school.

Demonstration programs funded by this legislation will illustrate ways families can become involved in their children's education in a meaningful, productive manner that is fully supportive of the work being done in the school.

Sometimes it is a matter simply of information.

I firmly believe that trying to educate children without the involvement of families is, if I could borrow a metaphor from my previous life, like trying to play basketball with only a few players on the court, not the whole team. If we are going to provide support for education, we have to be certain that we have the best possible results. And we will only achieve those results with the involvement of the child's first teachers—the family.

Mr. Chairman, I cannot tell you how hopeful I am that this legislation will be a part of the Committee's work and deliberations. It's importance is something that all of us in our own personal experience as parents can testify to. I am also sure that not only could we testify to the effects of parental involvement on our children's school performance; but also that the reward for the parent in being involved in the child's education is, I think, equally exciting.

So I would hope that the Committee would give this legislation thorough consideration.

[The prepared statement of Senator Bradley follows:]

Bill Bradley
U.S. SENATOR
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SENATOR BILL BRADLEY

TESTIMONY BEFORE THE EDUCATION SUBCOMMITTEE OF THE SENATE COMMITTEE ON LABOR AND HUMAN RESOURCES ON S. 1157, THE FAMILY-SCHOOL PARTNERSHIP ACT

AUGUST 6, 1987

Mr. Chairman, I appreciate your allowing me to speak before you on S. 1157, the Family-School Partnership Act.

One thing we've learned over the years is that students need the support and encouragement of their families to excel. If a family is telling a child that education doesn't matter, that knowledge is a waste of time; then even the best teacher will have a very difficult time breaking through to that child.

The landmark report in 1964 by James Coleman and his colleagues found that family environment was more strongly related to student achievement than any other factor, including school quality, and studies done since then only reconfirm that fact. We know that parental involvement:

* raises academic achievement of students;
* improves attitude and performance of children at school;
* helps parents understand and support the work of schools;
* enables parents and children to communicate better; and
* builds school-community relationships.

Yet most school systems do little to actively involve parents in the educational lives of their children.

From kindergarten through 12th grade, children spend about 8 percent of their time in contact with teachers. Who has access to the other ninety-two percent? For the most part, it is the child's family. Families are children's first and most influential teachers. Yet a recent study found that mothers and fathers employed outside the home spent, on the average, eight minutes a day with their children on activities that could be classified as learning-related. That's not because they don't care. They just don't know what they should do to get involved, and they frequently don't want the confrontation that sometimes results from seeming to "interfere."

There have been tremendous changes in family life over the last decade. Many more children are being raised in single-parent families, two-parent families where both parents work, and other variations on what we always thought of as the "traditional" family. What has not changed is that families, across all economic and racial lines, care about their children and their schooling. Programs which have had successful parent involvement components, such as Headstart and Project Follow-through, demonstrate that even tired, overworked parents will expend the effort to help their children succeed. Those parents care.

What families need is guidance in turning their caring into practical, school-supportive action at home. The success of parent-school partnerships has been demonstrated by the success of programs such as the National Education Association's Teacher-Parent Partnership Program; the Home and School Institute, founded by Dr. Dorothy Rich; and the Institute for Citizen Involvement in Education in my home state of New Jersey.

Finding ways for schools to provide support to families is a strategic use of scarce resources. Just a small investment of school staff time and materials can result in enthusiastic parent support, and that, in turn, can yield major educational gains for children.

The Federal government must challenge states and localities to develop effective family-school partnership programs which are responsive to local needs. That is why Senator Kennedy and I introduced the "Family-School Partnership Act." This legislation would provide $20 million to demonstrate effective ways to support the family's role in reinforcing and expanding the work of the school. Demonstration programs funded by this legislation will illustrate ways families can become involved in their children's education in a meaningful, productive manner.

I firmly believe that trying to educate children without the involvement of families is like trying to play a basketball game without all of the players on the court. If we are going to provide support for education, we must be certain we will have the greatest results, and we will only achieve those results with the involvement of the child's first teachers--the family.

Senator STAFFORD. Senator Bradley, we thank you.

This Committee cannot help but be helped by your presence and Senator Bingaman's and Senator Chafee's, and we will certainly look very carefully at the legislation you have cosponsored, and when we work out a bill we hope that, to use your simile, all of the players will be on court to help us pass it with a full court press.

Senator BRADLEY. Well, Mr. Chairman, I thank you very much. And again, I think that the key to passing this is for each Member of the Committee simply to reflect on his or her own experience, that first time you played the Rivers game with your child or the Capitals game, or you tried to figure out what factoring really means in math after being away from it for 30 years; I think if you reflect on those experiences, you will see that this is important in the academic environment just as it is to carry this metaphor through to its conclusion on the court.

Thank you, Mr. Chairman.

Senator STAFFORD. Thank you, Senator.

Senator Thurmond, do you have any questions?

Senator THURMOND. Mr. Chairman, I have no questions. I want to thank Senator Bradley for coming before this Committee. He is a very able and dedicated Senator, and we appreciate his remarks.

Senator BRADLEY. Thank you very much, Senator Thurmond.

Senator STAFFORD. Thank you very much, Senator.

At this point we will receive for the record prepared statements by Senators Quayle and Trible.

[The prepared statements of Senators Quayle and Trible follow:]

STATEMENT OF SENATOR DAN QUAYLE AT HEARING ON ADULT EDUCATION REAUTHORIZATION

August 6, 1987

Mr. Chairman, it is a pleasure to be here today with the Education Subcommittee to receive testimony on the federal Adult Education Act. I commend you for holding this important hearing and am anxious to work with you on this very important program.

As the Chairman and the Ranking Republican of this Subcommittee are aware, I have had a strong interest in the Adult Education Act for several years. I introduced the reauthorization bill in 1984, and I am pleased to have introduced the Administration's plan for reauthorization this year, S. 1229.

Illiteracy is tied very closely to productivity of workers, and this is a crucial program in keeping our workforce able to meet the demands of the changing economy. Many of the individuals who participate in the Adult Education program are older workers who have lost their jobs or are in danger of losing their jobs. These workers, who have hidden their lack of literacy skills for years by doing rote jobs, are now faced with finding new jobs with little or no reading, writing, or basic computing skills. That these workers were ever allowed to complete school without achieving these basic skills is a tragedy. Now, they are coming forward for help, and the Adult Education Act is one federal program that provides such help and hope for these workers.

Of course, the Adult Education Act serves more than just workers who are displaced or looking to better themselves. For every individual served, whether they are young, old, employed or unemployed, this program provides a path toward a brighter, fuller future, both economically and personally.

The bill I have introduced, S. 1229, would reauthorize the Adult Education Act for four more years, through 1992. The bill continues the current programs basically as they are, with few changes. The program has been very successful and the flexibility of the state to run the program is a key component of its success. S. 1229 would not change that key element of the program.

I am happy to recognize one of our witnesses today, Mary Williams, the Director of the Indiana State Adult Education program. Ms. Williams is also the President of the American Association for Adult and Continuing Education. In 1984, she came to testify before this subcommittee during the last reauthorization and had excellent suggestions then. Indiana has a superb program, with very active community involvement. Over 29,000 Hoosiers are being served through the program this year, funded at $2.292 million. This federal money is matched by state and local contributions almost four times the federal grant. I want to congratulate Ms. Williams on doing such a fine job over the years, and I look forward to her testimony.

Again, Mr. Chairman, I commend you for holding this hearing and look forward to hearing from all of our witnesses today as well as working with you and the other members of the Subcommittee to reauthorize the Adult Education Act.

TESTIMONY OF SENATOR PAUL TRIBLE
BEFORE THE SENATE SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES
AUGUST 6, 1987

Mr. Chairman, I am here today as Chairman of the Republican Conference Task Force on Excellence in Education and Literacy to talk about why millions of Americans cannot read and and what we as a nation can do about it.

Illiteracy is a grave problem. According to U.S. Department of Education reports, there are 27 million people who cannot read and write at an elementary school level. In addition to these adults who cannot read and write at all, the Department estimates that there are another 45 million or more who are just marginally competent readers and writers.

In my own state of Virginia alone, up to 1 million individuals have severely inadequate reading and writing skills. And, Mr. Chairman, this problem is growing. It is estimated that more than 2 million additional people join the ranks of the functionally illiterate each year.

Illiteracy is not only a personal tragedy to those who suffer, but also a national liability. It is costly to major American businesses, which now spend roughly $2 billion annually teaching basic skills. And it is costly to society as a whole because the price must be borne by the taxpayer in terms of welfare, unemployment, crime and remedial training programs.

In fact, the total cost of illiteracy to society has been estimated to exceed $200 billion a year. With tens of millions of Americans illiterate, and that number increasing by as much as 2.5 million every year, our country's economic health and leadership position in world trade markets is threatened.

Mr. Chairman, it is time to make literacy a priority in our nation. However, the illiteracy problem will not be solved overnight. You can't legislate illiteracy away. You have to tackle the problem step by step, day by day.

The Senate Task Force on Excellence in Education and Literacy was created to this end -- to study the literacy problem thoughtfully, to examine what our nation, particularly the federal sector, is doing to address the problem, and to suggest ways we can do the job better.

Senate Task Force members include good friends and colleagues who share my deep interest and concern about education and literacy -- Senators John Chafee, Pete Domenici, Chuck Grassley, Steve Symms and Orrin Hatch. Recently the Task Force met with Secretary of Education Bill Bennett and talked about how the federal government can better help promote literacy.

How do we prevent illiteracy? First, we on the Senate Task Force agreed with Secretary Bennett that we need to do a better job in the classroom. Our country spends $260 billion total every year on educating our children, of which the federal share is $18 billion. In fact, spending on education has risen steadily every year. But the job is not getting done.

What we need are more effective, better targeted education programs. We need better teachers in the classroom, and we have to pay them more to attract and keep them. Early and strong parental involvement is also key. Finally, we have to return to learning fundamentals, "get back to basics" in the classroom and teach American values of discipline, hard work and respect.

Second, we on the Task Force examined why adult illiterates are not getting the help they need. Many illiterate adults are reluctant to come forward for help. Also, many must work so hard merely to survive that they give a low priority to learning to read.

Outreach efforts to adult illiterates must be increased, including radio and television advertising as well as community involvement. Efforts such as ABC's and PBS's "Project Literacy United States" or "PLUS" programs are very positive and thousands of volunteers, businesses and communities across the country have joined in the battle against illiteracy as a result of these outreach efforts.

Third, we on the Task Force talked with the Secretary of Education about what the federal government is doing to promote literacy. Mr. Chairman, as you know, in 1983 the Department of Education launched its Initiative on Adult Literacy to focus attention on illiteracy. In 1986, the Department of Education identified 79 federal literacy program in 14 agencies, costing over $350 million a year.

As you are aware, the main federal literacy program is the $100 million plus per year Adult Basic Education program, which serves about 2.6 million Americans. Another 1.4 million Americans are served by other programs such as the Job Training Partnership Act, Vocational Education, the Cooperative Extension Service, and Veterans education programs.

The Administration has asked for a 22 percent funding increase for FY88 Adult Education, and the House of Representatives recently passed legislation nearly doubling the amount authorized for Adult Education. Virginia spends $7 million a year on literacy, serving 35,000 Virginians. In fact, more is being spent on literacy than ever before. It is important that we continue to increase our commitment in this essential area.

However, Mr. Chairman, as you consider legislation reauthorizing the Adult Education program this year, the members of the Republican Task Force on Excellence in Education and Literacy and I would like you to examine the federal literacy programs now in existence and whether the federal effort can be better directed and focused.

Last year, the U.S. Department of Education, in response to a request by the Congress which originated in your Subcommittee, conducted a study and overview of federal adult literacy activities. The Federal Interagency Committee on Education (F.I.C.E.) study painted a picture of a disjointed federal literacy effort scattered throughout 79 different federal programs and 14 different federal agencies. The F.I.C.E. study concluded that this disorganized and disjointed approach resulted in the overlapping and duplication of programs, and thus a waste of the taxpayers' dollars.

This is a very serious problem and one, Mr. Chairman, which I hope you and your Subcommittee will address as you consider the Reauthorization of the Adult Education and other programs this year. Secretary Bennett agreed with the our Task Force's recommendation that we must catalogue these programs to find out which ones are really working and to better direct and focus the federal literacy effort so that our education dollars are spent efficiently.

Mr. Chairman, the Senate Education Task Force and I look forward to working with you during the Education Reauthorization process to shape the federal effort to promote literacy. For by helping our fellow Americans learn to read and write, we all win.

Thank you for allowing me this opportunity to testify.

Senator STAFFORD. The next witness will be the Honorable Bonnie Guiton, Assistant Secretary for Vocational and Adult Education at the United States Department of Education. Ms. Guiton will be accompanied by Karl Haigler, the Director of the Division of Adult Education at the Department of Education.

Before you proceed, the Chair on behalf of Senator Paul Trible, who had planned to be here this morning but who cannot because he is a member of the Iran-Contra Select Committee, has sent a statement, and the Chair will place that statement in the record immediately following the statement by Senator Bradley.

The Chair will also note that Senator Trible, of Virginia, serves as Chairman of the Republican Conference Task Force on Excellence in Education and Literacy, so this hearing is of particular interest to him, and he very much had wanted to be here to testify.

In any event, his testimony will be made a part of the record, as I have said.

Now, Ms. Guiton—and I apologize if I have mispronounced your name, but I was not sure whether to try it in French or English.

Dr. GUITON. That is correct.

Senator STAFFORD. Please proceed.

STATEMENT OF HON. BONNIE GUITON, ASSISTANT SECRETARY FOR VOCATIONAL AND ADULT EDUCATION, U.S. DEPARTMENT OF EDUCATION, WASHINGTON, DC, ACCOMPANIED BY KARL O. HAIGLER, DIVISION OF ADULT EDUCATION, AND DR. THOMAS JOHNS, DIRECTOR OF POLICY ANALYSIS

Dr. GUITON. Thank you, Mr. Chairman.

I have also with me Karl Haigler, our Director of the Division of Adult Education and Dr. Thomas Johns, to my right, our Director of Policy Analysis in the Office of Vocational and Adult Education at the Department.

Senator STAFFORD. All right. Thank you.

Dr. GUITON. I have a prepared statement that I would like to submit for the record.

Senator STAFFORD. Without objection, your full statement will be made a part of the record as if read.

Dr. GUITON. Thank you. And at this time, I would like to summarize my statement, if that is satisfactory.

Senator STAFFORD. That would be fine.

Dr. GUITON. The Administration supports S. 1229, the Adult Education Act Amendments of 1987, introduced by Senator Quayle on May 19, 1987. The bill reflects the Department's view that the existing Adult Education Act is basically a sound piece of legislation, giving States the flexibility to provide adult education services that meet their individual needs.

While there is always room for improvement, we see no reason to add major new provisions and administrative requirements to this legislation.

Let me highlight the principal provisions of S. 1229 and our reasons for supporting these proposed amendments.

With regard to eligible participants, the bill would exclude in-school youth from participating in the program and from being counted for State allotment purposes. The Act was never intended to serve in-school youth. To count such persons for allotment purposes is inappropriate. We are pleased that H.R. 5 incorporates this amendment.

Next, the bill would modify the State allotment formula to more closely target funds to the populations that must be served under the Act. We endorse this amendment in that it more precisely recognizes the need differences among the States and Territories.

For limited English-proficient persons, the bill clarifies that States and localities have the flexibility to employ instructional methods that use the native language, provide instruction in English only, or both.

The bill would also increase the State matching requirement share to reflect the reality of substantial increases in State spending for this program over the past decade. H.R. 5 also increases the State matching share.

With regard to State administration, both S. 1229 and H.R. 5 would place a cap of 5 percent or $50,000, whichever is greater, on administrative costs. This limitation would represent a return to a longstanding departmental policy for this program, and we support this provision.

The bill would also authorize a separately appropriated amount for national programs in place of the current provision that allows no funds for national programs unless the Act is appropriated at a level of $112 million or more. We support this more flexible arrangement.

Finally, the bill would make the maintenance of effort requirements more flexible and more equitable to States. We strongly endorse this amendment.

Now let me turn briefly to the amendments contained in H.R. 5 on adult education.

While we are pleased with the several provisions of this bill, as I have mentioned, we do have a number of concerns. The authorization level of $200 million is unwise in terms of the current deficit level. S. 1229 proposes a $130 million initial authorization level, which we support.

We believe the local administrative cap is unnecessary, and we are not convinced of the need for a mandated State Advisory Council.

We also oppose the new and detailed State plan and evaluation requirements.

In closing, the Department recommends favorable action on S. 1229. Its enactment would increase the effectiveness of the Adult Education Act and would direct funds to those adults who are most in need of acquiring the basic literacy skills necessary to function in society.

I would be happy to answer any questions that you have.

Senator STAFFORD. Thank you very much.

[The prepared statement of Dr. Guiton and responses to questions submitted by Senator Quayle, follow:]

STATEMENT OF

BONNIE GUITON
ASSISTANT SECRETARY FOR
VOCATIONAL AND ADULT EDUCATION

BEFORE THE

SUBCOMMITTEE ON EDUCATION, ARTS, AND HUMANITIES

SENATE COMMITTEE ON LABOR AND HUMAN RESOURCES

AUGUST 6, 1987

ASSISTANT SECRETARY GUITON IS ACCOMPANIED BY
KARL O. HAIGLER, DIRECTOR, DIVISION OF ADULT EDUCATION

MR. CHAIRMAN AND MEMBERS OF THE COMMITTEE:

I AM PLEASED TO HAVE THE OPPORTUNITY TO APPEAR BEFORE THIS COMMITTEE TO TESTIFY IN SUPPORT OF S. 1229 (THE ADULT EDUCATION ACT AMENDMENTS OF 1987) INTRODUCED BY SENATOR QUAYLE ON MAY 19, 1987.

I WOULD ALSO LIKE TO DISCUSS BRIEFLY THE HOUSE AMENDMENTS TO THE ADULT EDUCATION ACT WHICH APPEAR IN SECTION 9102 OF H.R. 5.

S. 1229 REFLECTS THE DEPARTMENT'S VIEW THAT THE EXISTING ADULT EDUCATION ACT IS, ON THE WHOLE, A SOUND PIECE OF LEGISLATION THAT HAS EFFECTIVELY ENCOURAGED AND SUPPORTED LITERACY PROGRAMS FOR ADULTS SINCE 1964. THE STRENGTH OF THE ACT IS THAT IT GIVES STATES THE FLEXIBILITY TO PROVIDE ADULT EDUCATION SERVICES THAT MEET THEIR OWN NEEDS. WHILE WE FEEL THE ACT CAN BE IMPROVED IN A NUMBER OF WAYS, WE SEE NO REASON TO ADD MAJOR NEW PROVISIONS AND ADMINISTRATIVE REQUIREMENTS TO THIS LEGISLATION.

PERMIT ME TO IDENTIFY THE PRINCIPAL PROVISIONS OF S. 1229 AND SUMMARIZE OUR REASONS FOR SUPPORTING THESE PROPOSED AMENDMENTS.

ELIGIBLE PARTICIPANTS - THE BILL WOULD AMEND THE DEFINITION OF ADULT EDUCATION AND THE STATE ALLOTMENT FORMULA TO CLARIFY THAT HIGH SCHOOL STUDENTS MAY NOT PARTICIPATE IN PROGRAMS FUNDED UNDER THE ACT AND MAY NOT BE COUNTED FOR STATE ALLOTMENT PURPOSES. CURRENT LAW CAN BE READ TO MAKE ALL PERSONS AGED 16 YEARS OR OLDER WHO DO NOT HAVE A HIGH SCHOOL DIPLOMA OR ITS EQUIVALENT ELIGIBLE FOR SERVICES EVEN IF THEY ARE ENROLLED IN HIGH SCHOOL. WE BELIEVE THIS REVISION WOULD BE CONSISTENT WITH THE BASIC INTENT OF THE LAW, WHICH IS TO PROVIDE EDUCATIONAL SERVICES FOR ADULTS WHO ARE OUTSIDE THE REGULAR SCHOOL POPULATION AND WHO DO NOT HAVE A CERTIFICATE OF GRADUATION OR ITS EQUIVALENT. WE ARE PLEASED THAT H.R. 5 INCORPORATES THIS AMENDMENT.

SERVICES TO INSTITUTIONALIZED INDIVIDUALS - S. 1229 WOULD REMOVE, AS UNNECESSARY, THE 20 PERCENT CAP ON THE AMOUNT OF ITS GRANT A STATE MAY USE FOR THE EDUCATION OF INSTITUTIONALIZED INDIVIDUALS. STATES WOULD STILL BE AUTHORIZED TO SERVE THESE INDIVIDUALS, BUT WOULD HAVE THE FLEXIBILITY TO DETERMINE THE AMOUNT SPENT.

STATE ALLOTMENT FORMULA - UNDER CURRENT LAW, WE FIRST ALLOT $100,000 TO EACH TERRITORY AND $250,000 TO EACH STATE. THE REMAINDER IS THEN ALLOTTED ACCORDING TO EACH STATE'S POPULATION OF INDIVIDUALS AGED 16 OR OVER WHO DO NOT HAVE A CERTIFICATE OF HIGH SCHOOL GRADUATION OR ITS EQUIVALENT. UNDER S. 1229, 80 PERCENT OF THE AMOUNT APPROPRIATED WOULD BE ALLOTTED ACCORDING TO THE NUMBER OF ADULTS IN EACH STATE WHO

HAVE NOT COMPLETED THE NINTH GRADE. THE OTHER 20 PERCENT WOULD BE ALLOTTED ACCORDING TO THE NUMBER OF ADULTS WHO HAVE NINE OR MORE YEARS OF EDUCATION BUT WHO HAVE NOT GRADUATED FROM A SECONDARY SCHOOL, OR ITS EQUIVALENT. THIS CHANGE, WE FEEL, WOULD RESULT IN A MORE EQUITABLE DISTRIBUTION, BECAUSE THE STATE ALLOTMENT FORMULA WOULD MORE CLOSELY PARALLEL REQUIREMENTS FOR STATE SPENDING. UNDER THE ACT, STATES ARE REQUIRED TO USE AT LEAST 80 PERCENT OF THEIR GRANTS FOR PERSONS IN NEED OF ADULT BASIC EDUCATION. UNDER THE AMENDED FORMULA, THE AMOUNT OF FUNDS A STATE RECEIVES WOULD BE LINKED TO THE NUMBER OF ITS RESIDENTS NEEDING THE SERVICES. THE BILL WOULD ALSO ADD A PROVISION TO "HOLD STATES HARMLESS" AT THEIR 1987 LEVELS SO THAT NO PRECIPITOUS SHIFTS IN ALLOTMENTS WOULD OCCUR AS A RESULT OF THE NEW FORMULA.

LIMITED ENGLISH PROFICIENT PERSONS - THE BILL WOULD CLARIFY THAT PROGRAMS FOR LIMITED ENGLISH PROFICIENT ADULTS ARE NOT REQUIRED TO EMPLOY ONE PARTICULAR METHOD OF TRANSITIONAL BILINGUAL INSTRUCTION. STATES AND LOCALITIES SHOULD HAVE THE FLEXIBILITY TO EMPLOY INSTRUCTIONAL METHODS THAT USE THE NATIVE LANGUAGE, THOSE THAT PROVIDE INSTRUCTION ONLY IN ENGLISH, OR BOTH. THE BILL WOULD ALSO STRESS THAT THE PRIMARY GOAL OF SUCH PROGRAMS SHOULD BE TO TEACH ENGLISH AND, IF THE ADULTS NEED FURTHER EDUCATIONAL SERVICES, TO ENABLE THEM TO MOVE INTO REGULAR PROGRAMS OF ADULT EDUCATION AS QUICKLY AS POSSIBLE.

MATCHING REQUIREMENTS - THE BILL WOULD DECREASE THE FEDERAL SHARE OF EXPENDITURES FROM 90 PERCENT TO 75 PERCENT. STATE MATCHING OF EXPENDITURES FOR ADULT EDUCATION HAS GROWN IN RECENT YEARS. THE ESTIMATED MEDIAN MATCHING LEVEL IS NOW 41 PERCENT -- WELL ABOVE THE 10 PERCENT REQUIRED BY CURRENT LAW. INCREASING THE REQUIRED STATE SHARE WOULD RECOGNIZE THIS TREND AS WELL AS PROVIDE ENCOURAGEMENT FOR STATES AND LOCALITIES TO CONTINUE THEIR EFFORTS IN ADULT EDUCATION. I WOULD NOTE THAT H.R. 5 DECREASES THE FEDERAL SHARE TO 80 PERCENT OVER A THREE-YEAR PERIOD.

STATE ADMINISTRATION - THE BILL WOULD PLACE A CAP OF FIVE PERCENT OR $50,000, WHICHEVER IS GREATER, ON THE AMOUNT OF ITS GRANT A STATE MAY USE FOR STATE ADMINISTRATION. SUCH A LIMITATION WOULD BE CONSISTENT WITH OTHER DEPARTMENT OF EDUCATION STATE GRANT PROGRAMS AND WOULD REPRESENT A RETURN TO LONGSTANDING DEPARTMENTAL POLICY FOR THIS PROGRAM. I AM PLEASED TO NOTE THAT H.R. 5 ALSO INCORPORATES THIS PROVISION.

NATIONAL PROGRAMS - THE BILL WOULD AUTHORIZE THE APPROPRIATION OF $2,000,000 FOR FISCAL YEAR 1988 AND SUCH SUMS AS MAY BE NECESSARY FOR EACH OF THE FOUR SUCCEEDING FISCAL YEARS FOR NATIONAL PROGRAMS. THIS SEPARATE AUTHORIZATION WOULD REPLACE THE PROVISION IN THE CURRENT ACT THAT ALLOWS NO FUNDS FOR NATIONAL PROGRAMS UNLESS THE TOTAL APPROPRIATION LEVEL FOR THE ACT REACHES $112,000,000.

MAINTENANCE OF EFFORT - THE BILL WOULD MAKE THE MAINTENANCE OF EFFORT REQUIREMENT MORE FLEXIBLE BY REQUIRING STATES TO HOLD EXPENDITURES FOR ADULT EDUCATION AT NO LESS THAN 90 PERCENT OF THE MAINTENANCE LEVEL RATHER THAN AT 100 PERCENT OR MORE. ADDITIONALLY, THE BILL WOULD MAKE THE PENALTY FOR FAILING TO MAINTAIN EFFORT MORE EQUITABLE BY REDUCING STATE ALLOTMENTS UNDER THE ACT IN THE EXACT PROPORTION TO THE FAILURE TO MAINTAIN EXPENDITURES. UNDER CURRENT LAW, IF STATES FAIL TO MAINTAIN EXPENDITURES AT 100 PERCENT OR MORE, THEY LOSE THEIR ENTIRE ALLOTMENT FOR THE FOLLOWING YEAR. WE FEEL S.1229 INCORPORATES A MORE EQUITABLE APPROACH TO MAINTENANCE OF EFFORT AND IS CONSISTENT WITH THOSE REQUIREMENTS THAT APPLY TO CHAPTERS 1 AND 2 OF THE EDUCATION CONSOLIDATION AND IMPROVEMENT ACT OF 1981.

LET ME NOW TURN TO THE AMENDMENTS TO THE ADULT EDUCATION ACT CONTAINED IN SECTION 9102 OF H.R. 5. WHILE WE ARE PLEASED WITH SEVERAL PROVISIONS OF THIS BILL (AS I HAVE MENTIONED) WE ARE SERIOUSLY CONCERNED WITH ADDED REQUIREMENTS THAT ARE EXCESSIVELY PRESCRIPTIVE AND WOULD IMPOSE UNNECESSARY BURDENS UPON STATES AND LOCAL RECIPIENTS.

I MUST OBJECT TO THE EXCESSIVE AUTHORIZATION LEVEL OF $200,000,000 FOR FISCAL YEAR 1988 -- AN AMOUNT $70,000,000 IN EXCESS OF THE ADMINISTRATION'S REQUEST. THE CRITICAL NEED TO REDUCE BUDGET DEFICITS MAKES THIS AUTHORIZATION LEVEL BOTH UNWISE AND UNREALISTIC.

ADDITIONALLY, THERE ARE NUMEROUS EXAMPLES IN H.R. 5 OF EXCESSIVELY PRESCRIPTIVE MANAGEMENT OF STATE PROGRAMS. SOME OF THESE EXAMPLES INCLUDE: A NEW AND UNNECESSARY FIVE PERCENT CAP ON LOCAL ADMINISTRATIVE COSTS; MANDATORY AND CUMBERSOME REQUIREMENTS FOR STATE ADVISORY COUNCILS; NEW AND DETAILED REQUIREMENTS FOR THE DEVELOPMENT, CONTENT, AND SUBMISSION OF A STATE PLAN AND APPLICATION; AND ELABORATE STATE EVALUATION REQUIREMENTS. IN SUM, MANY OF THE PROVISIONS OF H.R. 5 PERTAINING TO ADULT EDUCATION REPRESENT A REGRETTABLE STEP BACKWARDS.

IN CLOSING, THE DEPARTMENT RECOMMENDS FAVORABLE ACTION ON S. 1223. ITS ENACTMENT WOULD INCREASE THE EFFECTIVENESS OF THE ADULT EDUCATION ACT AND WOULD DIRECT FUNDS TO THOSE ADULTS WHO ARE MOST IN NEED OF ACQUIRING THE BASIC LITERACY SKILLS NECESSARY TO FUNCTION IN SOCIETY.

I WOULD BE HAPPY TO ANSWER ANY QUESTIONS YOU MAY HAVE.

Questions By Senator Quayle for Adult Education Hearing: August 5, 1987

For Panel II:

QUESTION

1. The House reauthorization bill includes a requirement for State advisory councils. Do you think that State advisory councils should be mandated?

OVAE ANSWER

Under the current legislation through "Participatory Planning Committees" and "State Literacy Councils," the States are receiving broad-based "grass roots" information and advice from both public and private sectors. A State wishing to establish an advisory council has the option to do so. Since these other mechanisms exist and are being used, a mandated "State Advisory Council" would not serve an effective purpose.

QUESTION

2. The House bill also includes a provision requiring States to evaluate at least one-fourth of their local programs each year. Do you feel this is necessary? How burdensome would such a requirement be?

OVAE ANSWER

No, a statutory change in the AEA to mandate the House evaluation provision is not necessary because it is already being done. Each year the States have one-third of their local adult education programs evaluated. This stems from the "Supplementary Information" section of the Adult Education Act (AEA) regulations (50 Federal Register 29352). By submitting a single State application under 34 CFR 76.101(e)(4) [Education Department General Administrative Regulations for State-Administered Programs], an SEA gives an assurance that it will evaluate--not less often than once every three years--the effectiveness of AEA Section 306 and Section 310 programs in meeting statutory objectives.

QUESTION

3. How important is state flexibility to the success of this program? Could you describe innovative programs that you conduct under this program with the flexibility you now have?

OVAE ANSWER

We hear from the States that program flexibility is important in that it allows a State to plan programs that meet the needs of the clientele.

Examples of innovation at the State level include:

Program delivery:

Ten of the twelve States using community colleges as their predominant delivery system rank among the top half of the States in level of effort.

Staff training:

Statewide teacher training systems are in place in at least six States.

Program management:

Three States are implementing competency-based processes on a statewide basis.

QUESTION

4. Can coordination between adult education, the educational system, and the job training system be improved? If so, how?

OVAE ANSWER

Coordination can be improved by establishing regular meetings between adult education and JTPA staffs at both the State and local levels. Such meetings will bring together the two groups and involve adult education personnel in JTPA programs.

QUESTION

5. Is business involvement in this program widespread? Is business involvement in this program a good idea? How can it be encouraged?

OVAE ANSWER

Business involvement in the adult education program is widespread. Greater involvement can be encouraged by recognition of the fact that adult education can provide the kind of training a particular business needs as well as more general educational development (See Attachment).

Senator **Stafford**. I now see that my long-time friend and partner, the real Chairman of this Subcommittee, has arrived, Senator Pell, and so I will turn over the gavel to you, Senator.

Senator **Pell**. Thank you very much, Senator Stafford, and thank you so much for taking the responsibility of the last three-quarters of an hour on this hearing. I am most appreciative and grateful.

I welcome Dr. Guiton here. I would defer my questions until after yours, to allow me to catch up a little.

Senator **Stafford**. Thank you, Mr. Chairman.

I have but one question of the Secretary and her associates, and that is this. As I understand the Administration proposal, it will result in a decrease in the Federal share of expenditures from 90 percent to 75 percent. And my question really is has the State matching of expenditures for adult education increased sufficiently in recent years so that a decrease of the Federal expenditure will not unduly burden the States or diminish the program?

Dr. **Guiton**. The State portion has increased, Mr. Chairman, and I will let Karl Haigler respond a little more fully on that.

Senator **Stafford**. All right.

Mr. **Haigler**. Yes, Mr. Chairman. The trend has definitely been for greater State involvement, and that is occurring even now. Our latest statistics for 1986 show a clear trend such that now, the State contribution is over $300 million, compared to around $100 million for the Federal government. So we think the trend is definitely in that direction, and the trend lines are moving. More and more in my visits to States around the country, we see that adult literacy and adult education are definitely a higher priority.

Senator **Stafford**. All right. Sometimes, speaking individually, this Senator is distressed that so often with all the high needs in education, we seem to find the Administration proposing reductions in spending rather than level spending or any increase.

I do not know of a better investment, frankly, that we can make with the Federal taxpayers' dollars than in education, which does, as I have said before, time and time again, does represent the future of this Nation, the ability of the people in it to compete internationally in this technological world and to understand the implications of some of the major military problems that we face.

Dr. **Guiton**. Mr. Chairman, if I might add a little bit to that, I think what we are finding is an increased movement towards partnerships in this particular area, which is very important. This working together of the private sector along with the Federal and the local governments I think, has been extremely effective. We hope to see more of that taking place as well.

Senator **Stafford**. Thank you.

Thank you, Mr. Chairman.

Senator **Pell**. Thank you very much, Senator Stafford.

I am very concerned in connection with the correctional facilities programs and that we now have 600,000 men and women crowded into jails, behind bars, in our Nation, which is a higher percentage of our population than any other technologically advanced nation.

We spend $14,000 at a minimum on each inmate, and that exceeds the cost of education at Harvard, Yale, or Princeton. Sadly, very few of these inmates receive any correctional education, which is so important for rehabilitation and avoiding recidivism afterwards.

I was curious what your thoughts were on this problem, and is the Department planning to address it?

Dr. GUITON. Yes, Senator Pell. We consider this to be an important area, and as a matter of fact, we are in the process of hiring a full-time person to work on correctional education. That will be structured so that that person will have direct access to me as we begin to move into this area more fully.

We note that presently, the total expenditures for institutionalized adults is approximately $4.7 million, which represents about 5 percent of our total budget in adult education. We consider it to be important, and we will continue to monitor it.

Senator PELL. And as you know, this Subcommittee has had a very real interest in this problem for some years and we will look forward to working with you.

The Administration has also recommended placing a cap on State administrative money of 5 percent or $50,000, whichever is greater. Would you explain in a little bit greater detail why you have recommended this change in the law?

Dr. GUITON. Certainly, Senator. We have found that the States have been very responsive in this area. However, we would like to ensure that at least 95 percent of the funds are going directly to the individuals and to the program areas.

And I think, if it is all right with you, I will ask Dr. Thomas Johns to address the specifics of that a bit more.

Dr. JOHNS. Senator, for years, we have operated the program with a 5 percent administrative cap through regulations. When the program was reauthorized several years ago, we were not able to continue that. We simply want to return to this cap provision, which the States have operated under for many years.

Senator PELL. I thank you.

I thank you very much indeed for being with us today. I apologize for not being here to hear your statement, but I look forward to reading it. I had a chance to peruse it earlier.

Thank you very much indeed.

Dr. GUITON. Thank you.

Senator PELL. Now I would like to make a statement myself on this whole subject. I do not mean to imprison you here while I read my statement, so you are excused.

Dr. GUITON. Thank you, Senator.

Senator PELL. The assistance provided through the Adult Education Act makes a dramatic difference in the lives of the adults that it serves. The Adult Education Act is a sound investment in the future of our economy and a shot in the arm to the adults it serves. Improving basic skills and literacy turns the unemployed into the employable, thus improving their welfare, the welfare of their families and the productivity of our work force.

The need for this program in my own State of Rhode Island is acute. A frightening one out of five of Rhode Island adults are functionally illiterate, and this costs our State $20 million each year in unemployment and welfare payments.

The sad truth is that illiteracy is not a problem caused by the apathy of these adults. Waiting lists for adult education programs in Rhode Island would enable enrollments to double overnight. This, I know, is the case in almost every State in the country.

I am of the mind, therefore, as we face reauthorization, that we should significantly increase amounts available for the Adult Education Act. We have a serious Federal responsibility to provide education programs for people who have the desire and the drive to improve their own lives. A small investment in their welfare through this program offers them the critical tools that will get them out of the unemployment lines, off the welfare rolls, and into mainstream productivity.

Illiteracy is a hereditary condition. It is not hereditary in the genetic sense, but it is all too often the case that if the parents cannot, and do not, read, then their children will be unable to do so as well.

The Even Start Act would provide programs for both adults and children to rid the family of the generational cycle of illiteracy. It is a good bill, and I am hopeful we will be able to incorporate it as part of the reauthorization of elementary and secondary education programs. And I am very pleased that Senator Stafford and Senator Chafee and I are working together on this bill.

We now come to our panel. I would ask Ms. Mary Williams, President of the American Association for Adult and Continuing Education, and State Director of Adult Education in Indianapolis, Indiana, to come forward; Dr. Dale Johnson, Vice President-Elect, International Reading Association; Mr. Harold W. McGraw, Jr., President of the Business Council for Effective Literacy and Chairman of McGraw-Hill; Mr. Robert Mason, Adult Education Specialists with the Rhode Island State Department of Education; and the honorable Nicholas Nikitas, Council Member and Chairman, Government Relations and Legislation Subcommittee of the National Advisory Council on Adult Education, Washington, D.C.

I would urge the witnesses and panel members to limit themselves to five minutes in their verbal testimony. Your whole testimony will be inserted in the record as if read, so that we can refer back to it.

The yellow light goes on in four minutes, and then a red light and a bell go on and chime, respectively, after five minutes.

So starting at the left and working to the right, we have Ms. Williams first, President of the American Association for Adult and Continuing Education.

Senator STAFFORD. Mr. Chairman, I was going to point out that when the light goes red, however, unlike Los Angeles, we are not shooting anybody in a car. [Laughter.]

STATEMENTS OF MARY G. WILLIAMS, PRESIDENT, AMERICAN ASSOCIATION FOR ADULT AND CONTINUING EDUCATION, INDIANAPOLIS, IN; DR. DALE JOHNSON, VICE PRESIDENT-ELECT, INTERNATIONAL READING ASSOCIATION, WASHINGTON, DC; ROBERT MASON, ADULT EDUCATION SPECIALIST, RHODE ISLAND STATE DEPARTMENT OF EDUCATION, PROVIDENCE, RI; HAROLD W. McGRAW, JR., PRESIDENT, BUSINESS COUNCIL FOR EFFECTIVE LITERACY, AND CHAIRMAN, McGRAW-HILL, INC., NEW YORK, NY, AND HON. NICHOLAS M. NIKITAS, COUNCIL MEMBER AND CHAIRMAN, GOVERNMENT RELATIONS AND LEGISLATION SUBCOMMITTEE, NATIONAL ADVISORY COUNCIL ON ADULT EDUCATION, WASHINGTON, DC

Ms. WILLIAMS. Thank you, Senator Pell, and the Committee. I really appreciate the opportunity to be here.

In addition to representing the American Association for Adult and Continuing Education, I am representing the National Council of State Directors of Adult Education. My job in Indiana is as a State Director of Adult Education with the Department of Education.

I have submitted written testimony, but I would like to summarize some key points from that.

As I have looked over past testimony, I have seen that we fall into some patterns of testimony, and one of those, especially with a program like the Adult Education Act which has had some stability over the years, has been to take an "If it isn't broken, don't fix it" kind of attitude.

I think that is fine, but I think we also have to face the fact that we are in changing times. I grew up in an area of Indiana which was very dependent on manufacturing. My father was a blue collar worker. And at that time, it was very easy to get a job where you made a good living by the sweat of your brow, and you did not really need to have a lot of literacy skills.

But today, 20 years later, that is no longer true. We have a society in which it is necessary to have considerable skill—some say as much as tenth grade reading level for entry into most jobs—in order to even survive.

For that reason, many of us in the field are actually supporting attempts such as those in H.R. 5 to strengthen the accountability measures in the Act, maybe surprisingly to some. I am referring to requirements such as strengthening the degree to which we are sophisticated in our needs assessment, the extent to which we try to aim for some really measurable outcomes—what really are we achieving, not only in terms of head counts, but in terms of what people are learning in the program and what they are achieving as a result of the program.

I think, though, when we look at those measures, including strengthened evaluation and so on—and this maybe brings it down to a little bit more of a mundane level—we also need to look at having the means to accomplish the end. I know this is not a committee concerned with appropriations—but to really get the job done, it does require resources.

We also need to look at the fact that many of these new proposed State responsibilities are going to require more, not less, effort on the part of State leaders. So the fact that there is a proposal to reinstitute a cap on State administrative expenditures, especially when there has been no evidence of any kind of abuse at the State level, ties our hands in terms of implementing some of these new accountability measures. I would urge that the Committee take a close look at that.

At least, if there has to be a cap, let us make sure that it is generous enough a cap that we can manage the program effectively. In my written testimony I suggest 10%.

I would like to say a word about set-asides. I know that over the years, we have resisted tying up the Act with set-asides for this population and that population. That is not to diminish the importance of serving any of the populations that we are concerned about. We need to be concerned about inmates in correctional institutions, the homeless, individuals in the workplace—all of these populations are important. And one of the things about the Act that is really a positive factor is that we already have the flexibility to look at what the needs are in a particular State and in a particular community and allocate the resources accordingly so that we are really meeting the need that is there. And the needs vary drastically from one area of the country to the other and from one community to the other. So let us have some strong language mandating us to serve those populations, but let us maintain the flexibility of the Act in terms of how we allocate the dollars.

Finally, I would like to say that I have had an ongoing concern with the maintenance of effort provision, and I would like to thank Senator Quayle, my Senator, although he is not here, for his past good efforts to help minimize the so-called Draconian penalties that one could incur in the past from a slight decline of effort at the State level. But I also think that maybe the time has come to look at something like the Education Consolidation and Improvement Act, Chapter 2 provision, which will allow a 90 percent level of effort to be maintained. Those of us who agreed to support an increased State share of costs and a decreased Federal share of costs in part were looking at that as a trade-off on the maintenance of effort issue, and I think that needs to be acknowledged.

Thank you very much.

Senator PELL. Thank you very much indeed, Ms. Williams.

[The prepared statement of Ms. Williams, with an attachment, and responses to questions submitted by Senator Quayle follow:]

TESTIMONY

presented to

U.S. Senate Subcommittee on Education,
Arts and Humanities

presented by:

Mary Grcich Williams, Director
Division of Adult Education
Indiana Department of Education
Room 229 State House
Indianapolis, IN 46204
317-269-9424

August 6, 1987

Honorable members of the subcommittee, I am Mary Williams, Director of the Division of Adult Education for the Indiana Department of Education. I appreciate the opportunity to address you on the subject of reauthorization of the Adult Education Act. I represent the American Association for Adult and Continuing Education, of which I am president, and the National Council of State Directors of Adult Education.

The Adult Education Act has stood the test of time. In two decades it has undergone fine tuning but no major overhaul. That fact, however, will not and should not shield us from periodic close scrutiny. Programs supported by the Act must be responsive to changing times and changing needs.

Illiteracy was a problem in 1967. But a person who lacked an education could live by the sweat of his brow, and nowhere was that more evident than in the manufacturing communities of northwest Indiana where I grew up. Illiteracy seemed more a personal burden than a societal problem.

But in 1987, the lack of a basic education is most definitely a societal problem. Research is showing that entry level jobs in all occupational areas require a minimum reading level of tenth grade. Workers must not only grasp new technologies but have an increasing share of responsibility for making work related decisions. At the same time, studies like the National Assessment of Educational Progress show adult populations with startlingly low basic skills.

In this year of the bicentennial of the Constitution, we are also reminded that literacy is a necessary condition for a free people to maintain and participate in a democratic government.

Does the Adult Education Act provide the structure and policy guidance necessary to assure that instructional programs meet these and future challenges? By and large, yes. More than ever before, the state adult education programs are serving as a sort of nerve center for literacy initiatives of all types. Coordinated efforts among school based programs, volunteer organizations, business and industry, job training and vocational education, and social services are unprecedented. Although some of these partnerships began as forced marriages, most of them have developed into healthy, mutually supportive efforts on behalf of undereducated adults.

In its approach to reauthorization, the House has focused attention on measures to strengthen accountability. This is totally in keeping with a general concern for accountability in public education. More responsibility is placed on the states to project program outcomes and measure the extent to which they are achieved. For the first time, we are asked to systematically assess student progress, using standardized tests and follow up procedures.

Overall, the changes being proposed are positive ones and deserve our support. I ask you to look at three matters that are of importance to the state of Indiana and to other states.

First, many of the states object to mandating a governor's appointed state advisory council. Some feel that this is an unnecessary duplication of existing, successful planning mechanisms. Others point out that the state education agency is the more appropriate appointing authority.

But the greatest concern for such a council arises from the fact that no funds are provided for its operation other than the regular allotment for state administration. And the House bill reinstitutes a cap on state administrative costs at 5% of a state's grant!

This cap on state administration is my second area of concern. Why is this being proposed at the same time that we face numerous new requirements for needs assessment, evaluation and other measures of accountability? Where is the evidence that states have abused expenditures for administration? If a cap must be instituted, at least set it sufficiently high to enable us to comply with the new mandates of the law -- say, 10%.

Finally, I would like to address the issue of maintenance of effort. Although past efforts of Senator Quayle and others have made the conditions under which a waiver of penalty is possible due to exceptional circumstances, further steps are needed. I suggest that the Act's maintenance of effort clause be modelled after that of Chapter 2 of the Education Consolidation and Improvement Act, i.e., a 90% maintenance of effort on either aggregate expense or expenditure per pupil.

I would like to thank the members of the committee for your support of adult education. I urge you to reauthorize this important piece of legislation so that we can continue to develop both the personal well being of persons who lack basic educational skills, and the economic and social well being of our nation.

• American Association for Adult and Continuing Education •

PRIVATE SECTOR PROVIDERS OF BASIC SKILLS TRAINING IN THE WORKPLACE

A Study of the General Training and Basic Skills Responses
of Randomly Selected Companies Which Provide
Basic Skills Training to Their Employees

by
Jorie Lester Mark
Chair, Business and Industry Unit
American Association for Adult and Continuing Education

January 1984

• 1201 SIXTEENTH STREET, N.W., SUITE 301 • WASHINGTON, D.C. 20036 (202) 822-7866 •

PRIVATE SECTOR PROVIDERS OF BASIC SKILLS TRAINING IN THE WORKPLACE

The questionnaire, "Private Sector Providers of Basic Skills Support Programs in the Workplace", was distributed to a total of 1,305 companies, as follows:

500 to the national ASTD-HRD Manager's List
250 to the Kentucky ASTD list
200 to the Massachusetts ASTD list
175 to selected book publishers
20 to selected advertising agencies
30 to selected financial industry trainers
30 to selected life insurance companies
100 to AAACE miscellaneous list

There were 62 responses of which 41 have basic skills training programs. This was a 4.8 percent response. The responses were high quality, filled out thoroughly and thoughtfully, providing useful data.

Obviously a high number of companies that responded--66 percent--provide basic skills training to entry-level employees.

But there is no evidence that these responses are representative of a cross-section of employers. The sample was unscientific and not necessarily statistically representative of the entire employer spectrum. In addition, the instrument was developed by a disparate group over time -- and was not field-tested. In the context of known inconsistencies of employer-provided training costs, the cost data may not be conclusive.

It is the data from the 41 companies that are reported in this study. Of these companies, 30--or 73 percent--were reporting company-wide. Five reported on a division only. Others reported on corporate personnel, the home office, a particular plant, or the Board of Directors.

States represented include California, Colorado, Connecticut, Georgia, Illinois, Indiana, Massachusetts, Minnesota, Mississippi, New York, New Jersey, Ohio, Oregon, Tennessee, West Virginia, and Wisconsin. A large majority--just over 58 percent--came from the northeastern triangle of New York, New Jersey, Massachusetts and Connecticut.

There was 12 respondents from communications and utilities (CU) of which six were book publishers, one a broadcaster and one an advertising agency; eleven from finance and insurance (FI); ten from manufacturing (MAN); one wholesaler (W); two retailers (RE); four from health and hospitals (HH); and one mining (M) company.

Respondent companies ranged in size from just under 200,000 employees down to 140. The book publishers--with the exception of an industry giant--had the fewest employees, numbering 1,800 or less. But there was no consistent relationship between the size of the company and the number of employees in basic skills training or even in training. The largest respondent company--a retailer with 196,000 employees--had 10,000 in basic skills training or 5 percent of its workforce. (The total in training was not enumerated.) But the next largest, a communications company with 180,000 employees, had 313 employees in basic skills training--far less than 1 percent, while 62,500 employees--just about 1/3 of the total--were in other training. The book publishers, with far fewer employees, had, progressively, one, three, seven, 12 and 14 percent of employees in basic skills training. Finance and insurance were also high basic skills trainers.

For most respondents, employees in basic skills programs were there as new employees, for career advancement and for retraining for different jobs. Fifteen of the respondents were retraining employees for new technology and seven specifically mentioned that the basic skills training was intended to improve performance or enhance skills for current jobs.

The following table shows these data by state and type of company:

		Number of Employees			Employees in Basic Skills Training		
State	Company Type	Total	In all Training	In Basic Skills Training	New Employees	Training/Career Advance	Retraining/Different Jobs
NY	CU	21,000	2,500	600	120	450	30
NJ	CU	NA	NA	200	NA	NA	NA
NY	CU	24,000	6,000	100	NA	NA	NA
CT	CU	180,000	62,500	313	281	13	13
NJ	CU	13,500	1,700	300	Yes	NA	NA
CT	FI	40,000	20,000	2,700	Yes	Yes	NA
NY	FI	10,600	3,000	2,000	Yes	Yes	Yes
CO	FI	NA	114	NA	NA	NA	NA
NJ	FI	3,500	200	500	50	300	50
MA	FI	6,300	2,500	800	NA	NA	NA
MN	FI	1,150	1,950	320	460	230	239
NY	FI	214	5,500	NA	NA	Yes	Yes
NJ	FI	2,800	450	150	50	150	NA
MA	FI	1,500	300	25	7	12	20
CT	FI	10,000	3,000	350	100	50	50
OR	FI	5,750	2,750	1,750	1,750	NA	NA
GA	MAN	1,950	1,950	106	0	106	0
MI	MAN	89,000	NA	NA	NA	NA	NA
WV	MAN	800	200	100	NA	52	100
MI	MAN	4,000	NA	10	NA	NA	NA
MA	MAN	1,350	750	750	NA	NA	NA
CA	MAN	14,000	9,000	2,000	1,000	500	500
MA	MAN	10,000	3,000	375	0	35	35
MA	MAN	30,000	NA	35	NA	35	NA
OH	MAN	23,000	2,875	805	161	80	483
NJ	MAN	160,000	80,000	1,600	400	NA	400
NY	MI	175,000	NA	NA	NA	NA	NA
IL	W	17,000	200	15	5	NA	NA
NY	RE	196,000	NA	10,000	5,000	2,000	3,000
OH	RE	1,500	1,300	NA	NA	NA	NA
IN	HH	NA	0	300	100	200	60
MA	HH	1,200	450	400	60	90	10
TN	HH	76,000	400	50	NA	Yes	Yes
IN	HH	1,450	1,450	20	Yes	Yes	Yes
NY	CU	750	6	6	Yes	Yes	NA
TN	CU	1,800	2,643	21	NA	NA	NA
NY	CU	14,477	3,000	1,000	NA	Yes	NA
NY	CU	140	NA	17	1	3	8
NJ	CU	170	7	25	NA	25	5
TN	CU	1,450	NA	NA	NA	NA	NA
WI	CU	1,300	300	40	NA	Yes	Yes
TOTAL		1,142,651	219,995	27,785			

The number of basic skills trainers working full-time and part-time ranged from a high 50 in the largest company responding to a single trainer in one of the medical centers and an assignment combined with other responsibilities in a communications employer. The average number of basic skills trainers per company in the study was 7.3.

About 19 percent of all employees in the study are in training. Of those in training, 13 percent are studying basic skills. Those in basic skills training represent 2.4 percent of all employees in the study.

While a few employers said their typical employee spends as much as 400 company hours and/or 166 of their own in basic skills training, the average number of hours--company and own time--spent per year on basic skills training by a typical employee in companies which reported this item was 51.

All but three banking, two communications and one wholesaler said their entry-level employees can access training for more sophisticated jobs in their companies. But of the 41 employers, 28 said their employees were unqualified for training opportunities because of basic skills deficiencies, with 16 saying there were "many" and three saying there were "a few." Twenty-three companies include threshold training* in their training plans to bring employees up to speed in math/arithmetic (specifically fractions), writing, word formation, grammer, editing/proofreading, reading comprehension, library skills, science, problem-solving, terminology, oral and communications skills, phone manners, office dress/demeanor/procedure. Predominant problems mentioned were math, reading and writing.

Either self-motivation (34 mentions), supervisor-suggestion (29 mentions), or peer-suggestion (14 mentions) prompted employees to seek or get basic skills training while only 12 companies mandated it. These totals are duplicated because respondents could check more than one answer.

Most, 85 percent of the companies (35) reported in-house training arrangement, with 33 reporting on-shift and/or company-paid and nine off-shift or shared. Only six of these said their employees must attend, while 14 said employees were referred but were volunteers. Almost half--19 companies--reported that training took place in the community. Of these programs, four were tuition reimbursement plans, one cost-shared, and in nine the company paid. Seven of these programs were school-based, nine college-based, and six run by private trainers.

There was unanimity among respondents on the six basic skills needed for entry-level employment with:

22 respondents listing reading
20 respondents listing math
17 respondents listing oral communications
16 respondents listing writing
15 respondents listing workplace skills
11 respondents listing problem-solving

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*Threshold training is training that takes place before a formal training program to bring students to the minimal competence level needed for the formal course.

These totals are duplicated because respondents could check more than one answer. One employer suggested his entry-level employees need science skills; another, typing, proofreading and copy-editing skills.

Among math competencies were listed translating, reading and typing numbers, simple arithmetic on a calculator, basic or simple computation, business math, fractions, compiling and/or calculating statistical information.

The reading competence mentioned most frequently was reading manuals (8), signs and/or labels (6). Understanding instructions, letters and memos took second place (3).

Writing competencies included, most importantly, completing job applications (4). Thereafter--with one mention each--came writing forms, inventory counts, job lists, letters, memos, messages, observations, records, reports and summaries.

Oral communications competencies included customer relations skills (3), interview and telephone know-how (2), ability to communicate with peers and supervisors (2), ability to paraphrase (1), understanding verbal directions (1), a minimal English knowledge (1).

Among problem-solving competencies were negotiating skills, understanding directions, following instructions, knowing priorities, working without close supervision. One employer did not "expect" entry-level employees to be problem-solvers.

Three respondents listed attendance and punctuality as important "workplace skills." Another listed telling time. Others listed customer relations, typing and spelling, typing and filing, using a calculator, knowing telephone and office procedures. Still others suggested "workplace skills" include knowing how to dress, knowing "where to report for an interview or catch a bus," demonstrating "work skills" or "appropriate work and positive coping behavior," "interacting positively with supervisor."

Four employers pointed to high school education and/or equivalency in answering the competency items.

Only a few measures were reported. In order of mention, they are:

Observation	12
On-the job performance/observation/evaluation	9
Test, written or oral	9
Interview	7
Pass threshold and/or pre-employment training	2
Application Review	1
30-day probation period	1

A number of companies responded to one or more of the cost questions. Of the 41, 25 respondents reported that basic skills training is an item in the company budget; four said it is not; and four said "it is and it isn't." Other ways of paying included tuition refund and direct payment, charging the function to operating expenses, charging administrative overhead. One respondent called it the "cost of doing business." In two cases, companies allowed each operating company or division to allocate its own funds for training.

Sixteen of the respondents gave approximate annual costs of all direct training and basic skills training, enabling us, in the case of 15 of these, to seek a pattern by calculating the percentage of training budget devoted to basic skills. None was forthcoming. The percentage of training costs devoted to basic skills varied from four percent in the case of a respondent which was a wholesaler and five percent for one of the communications/utilities respondents all the way up to 70 percent by a health and 66 2/3 percent by a financial respondent. An average of $1,236 per employee was spent by these 15 companies on all training, and an average of $376 per employee was spent on basic skills training. Of the $118 million spent by the 15 companies on all training, just under three percent or about $3.4 million was spent on basic skills training.

These percentages reflect considerable spending on training and basic skills training for varied size and type companies, as shown in the table below:

State	Company Type	Number of Employees	Number of Employees In All Training	Cost of All Training	Number of Employees in Basic Skills Training	Cost of Basic Skills Training
NY	CU	21,000	2,500	$ 2,000,000	600	$500,000
NY	CU	24,000	6,000	5,000,000	100	25,000
CT	CU	180,000	62,000	101,000,000	313	500,000
NY	FI	10,600	3,000	300,000	2,000	199,800
MA	FI	6,300	2,500	1,200,000	800	180,000
NJ	FI	2,800	450	160,000	150	30,000
OR	FI	5,750	2,750	2,500,000	1,750	750,000
GA	MAN	1,950	1,950	1,000,000	106	500,000
WV	MAN	800	200	550,000	100	100,000
CA	MAN	14,000	9,000	1,500,000	2,000	300,000
MA	MAN	10,000	3,000	1,800,000	375	100,000
IL	W	17,000	200	250,000	15	10,000
IN	HH	NA	NA	200,000	300	140,000
MA	HH	1,200	450	400,000	400	53,500
IN	HH	1,450	1,450	141,000	20	8,750
TOTAL		547,300	95,450	$118,001,000	9,029	$3,396,250

Four other companies divulged their total training budgets but their basic skills training costs were not segregated. They spent $33 million and $1.8 million in the case of two insurance companies; $2 million for a financial organization and $30 million (including wages) for a retailer.

Additionally, an insurance company listed its basic skills training costs at $250,000 and a publisher said its were $3,500.

A half page was left on each questionnaire for remarks and/or program descriptions. All but three respondents had comments and all of these revealed well-constructed, well-designed, systematic programs fully the equal of school-based equivalents. Training appeared to be reality-based, geared to employer needs. A number of respondents mentioned on-the-job-training. Many used audio and video and/or computer programming for training, much of which was self-paced and individualized. Where formal courses were mentioned, class-size was small. One respondent reported that the company provided "only one-to-one tutoring in basic skills. Group classes are not used because most participants are reluctant to be identified as a person lacking basic skills."

All in all, there seemed to be wide and deep interest in basic skills training amongst respondents. Further study should be made to check out these data with a larger and more systematic sample of companies.

Meanwhile, credit for this phase of the study goes to the following for distributing questionnaires to their own particular lists of contacts:

Robert Craig, American Society of Training and Development
Iris Elfinbein and Stanley Karson of the American Council of Life Insurance and the Health Insurance Association
Gloria Lanza, American Association of Advertising Agencies
William McVey, Scott Foresman & Company
Linda Stoker, Polaroid
William Wilson, Kentucky Educational Television

In addition, Linda Stoker of Polaroid received the responses and did a preliminary count of their contents.

Response to questions from Senator Quayle
Submitted by: Mary Grcich Williams, Director
Division of Adult Education
Room 229 State House
Indianapolis IN 46204

1. I question the need to mandate state advisory councils on adult education. But even more, I question mandating a council and simultaneously placing an inadequate cap of 5% of state administrative costs. (In HR5, the costs of the council would come out of the administrative allotment, as would the cost of other expanded state responsibilites for assessment and evaluation.)

   In the state of Indiana, it would be logical to designate the existing Governor's appointed Literacy Coalition as the council on adult education. It does impose expanded responsibilites on that council that would necessitate financial support. (Our Literacy Coalition members are now volunteers -- they even pay their own mileage to meetings.) I also question if the law need prescribe that the council chair be elected by the members. Our Governor now appoints the chair of the Coalition upon recommendation of the Superintendent of Public Instruction. This imposed change will undoubtedly rankle.

2. The requirement to evaluate at least one-fourth of local programs each year is much better than the current U.S. Department of Education requirement that one-third of programs be evaluated every year.

3. State flexibility is extremely important. I mentioned in my oral testimony that populations in need of basic education vary greatly from state to state and community to community. We have virtually no native Americans in Indiana while some states have major concentrations. Some areas will have many immigrants, others few. Unemployment rates may be high or low, with correspondingly different numbers of persons who may need education to qualify for retraining. It is imperative that states be able to assess what needs exist and allocate the resources accordingly. Before introducing prescriptive setasides, let the Act identify populations that may need serving (such as the recent addition of the homeless as a target group) and collect information on how well the states respond.

4. Coordination between adult education, education and job training can definitely be improved. Our state policies in Indiana require job training entities to use existing services and systems before creating their own, but I observe a trend away from that at the local level. Everyone seems to feel the need to get into the literacy business. I wish I had some constructive suggestions on this. (I should mention that the state Department of Education and Department of Employment Services have recently developed a much closer collaboration, particularly on the review of proposals for JTPA "8%" funds and other basic skill initiatives. But when push comes to shove, the local PICs can pretty much do what they want. It is time consuming in the short run to operate cooperatively. But in the long run, duplication of effort is costly.)

5. Business involvement in the program has grown dramatically in the last two years. We have a cadre of about 25 local directors who meet informally with a member of our staff to develop the knowledge and strategies that they need to initiate or expand workplace services. We have tied in with JTPA to establish several so-called "BEST" projects (Basic Education Skill Training). The primary obstacle to expanding this effort is simply dollars. We very much support the addition in HR5 of a workplace literacy section and also hope that the House provision within the Competitiveness Act that adds funding to the Adult Education Act for workplace literacy will prevail.

Response to Senate questions regarding learning disabled adults
Submitted by: Mary Grcich Williams, Director
Division of Adult Education
Room 229 State House
Indianapolis IN 46204

1. Statistical data about the number of adult participants in adult education programs who are learning disabled in Indiana are not available.

2. (RE: Kinds of services available -- anecdotal)
   In the late 1970's, Indiana used a portion of Section 310 funds to produce a set of training films on learning disabled adults. These were used extensively in teacher training in this state and were loaned heavily to other states. As a result, many of our teachers became more adept at diagnosing specific learning problems.

   Teaching strategies also improved, but in many instances participants were referred to specialists within school districts or other agencies who had more expertise. Vocational Rehabilitation Services has also been very helpful in supplying teaching aids and support services.

   Even though the films are now dated and there has been turnover among teaching staffs, we receive virtually no calls requesting assistance or resources to deal with learning disabled adults. Rather, there is much greater concern with problems associated with serving retarded and developmentally disabled adults. More than half of the 50 local programs report that they have some special classes or services to handicapped adults, many times held at sheltered workshops or nursing homes.

   Our directors and teachers, who have been very committed to serving special needs populations, report that the functional levels of individuals seeking ABE services have declined and that many do not make any visible progress while tending to stay in the program for years. In the meantime, there may be others who cannot enroll because classes are full. We are told that we may not legally be able to exclude such participants.

3. Obviously, if services for learning disabled adults are expanded, there will be staff training needs. Materials will have to be updated, experienced teachers familiarized with the changes, and newer staff trained. However, I question whether there are large unmet needs in this area. I was recently talking with an experienced reading teacher in an outstanding correctional ABE program. He feels that reported incidence of learning disabled inmates has been overstated. They find that their regular program meets the needs of the vast majority of inmates, and this is an institution which is specifically designed to have a major focus on education (the Westville Correctional Center). He further suggests that labelling students as learning disabled may be more reflective of an inadequate or narrow overall instructional focus. This is not to deny the existence of specific learning disabilities.

4. I have difficulty perceiving what might be appropriately changed in the Act. Perhaps under the Secretary's discretionary funds there could be a more systematic investigation of the issue of learning disabilities and perhaps model programs that would develop diagnostic, instructional and training strategies.

Senator PELL. Dr. Johnson?

Dr. JOHNSON. Chairman Pell and Senator Stafford, it is a delight to be here with the Subcommittee today.

I am Dale Johnson, Vice President-Elect of the International Reading Association. The IRA is a professional educational association with over 250,000 affiliate members who are interested in reading, reading education and literacy.

I have been a teacher, researcher and author; I have taught English as a second language in Nigeria; I have developed literacy materials for the Menomenee Indian Reservation in Wisconsin.

I am here today to discuss a special concern of mine, and that is adult literacy and education in the United States. I am here to urge Congress to take the lead in establishing a national policy and commitment for the eradication of adult illiteracy.

Millions of adult American cannot read, cannot write well enough, compute well enough, to function in society, to achieve or even formulate their goals, to develop their knowledge and potential and make contributions to American society.

We all know that illiterate America is largely urban and rural poor, black, Hispanic, Native American, and immigrant. We all know the horror stories and the sad stories of frustrated, embarrassed illiterates whose illiteracy has even caused danger to themselves and to others at times.

I believe that our national policy on literacy and adult education must address three areas of concern. The first of these is coordination of existing programs. There are at present at least 79 Federal programs self-described as having a literacy component. Add to them the many, many programs within States, within the private sector and the voluntary agencies. Many of these programs are competitive and work at cross-purposes. Some squabble over turf.

Independence of programs has its merits, but fragmentation guarantees failure.

The goal of coordination is to establish the types of services needed and to determine those best-equipped to provide these services.

Second, there is a need to increase and improve teaching capacity. There simply are not enough teachers and tutors involved to go around, and many have had little preparation either in the teaching of reading or in fact in adult education. Many, many thousands of volunteers are needed, volunteers who know what they are doing.

Also, we must develop good, solid, instructionally sound, mature, relevant reading materials to use with adults. Adults do not turn on to Dick and Jane, and adults need more than pure phonic practice which enables them to "bark" at little words and syllables.

Please let me ask if you would listen to just a short little selection and ask you to listen to it with comprehension. I wish that I could have you read it, but I cannot. It is about the Civil War.

"When Ulysses S. Grant and Robert E. Lee met in the parlor of a modest house at Appomattox Courthouse, Virginia, on April 9th, 1865, to work out the terms for the surrender of Lee's army of Northern Virginia, a great chapter in American life came to a close, and a great new chapter began. These men were bringing the Civil War to its virtual finish."

There is no one in this room that had any problems whatsoever comprehending that text. But it is not because we have the decoding skills or even know what the words mean. It is because of the prior knowledge that we brought with us to the text. Some people recently are referring to it as "cultural literacy".

We had to know, for example, to understand that passage, that America fought a Civil War; that the two sides were the Union and the Confederacy; that Grant was the chief General for the Union; that Lee the chief General for the Confederacy; that the Union won.

Further, we need to know what a general is, what civil war entails, what surrender means.

What I am saying is that reading is much more than removing information from text on the printed page; it is the marriage, the interaction of what you bring to the text as well as what you take from it.

I believe that learning to read is the greatest intellectual feat of anyone's lifetime. I can think of no greater intellectual feat of anyone's lifetime.

Finally, more research is needed, research on adult learning and occupational literacy. What are the literacy requirements of various occupations? Which adult learning programs have been most effective? What made them so? What are the best ways to recruit and train volunteers?

All three recommendations will take money.

My time is up, and I thank you very much.

Senator PELL. Thank you, and I have had a chance to peruse your statement, too, which I think is an excellent one, and thank you.

[The prepared statement of Dr. Johnson follows:]

The testimony of

Dale Johnson, Ph.D.

of the

INTERNATIONAL READING ASSOCIATION

before the

SUBCOMMITTEE ON

EDUCATION, ARTS, AND THE HUMANITIES

of the

UNITED STATES SENATE

Chaired by

SENATOR CLAIBORNE PELL

on the

Reauthorization of the Adult Education Act

August 6, 1987

Chairman Pell, and members of the Senate Subcommittee on Education, Arts, and the Humanities, I am Dale Johnson, Ph. D. Vice President-Elect of the International Reading Association (IRA). The IRA is a professional education association with over 250,000 members and affiliate members interested in reading, reading education, and literacy. I am here today to discuss a special interest of mine, adult literacy and education in the United States. My professional background includes authorship of nine books and over one hundred professional articles on reading and teaching. I have taught both children and adults, and served as a leader in a program that taught English as a second language in Nigeria. Currently, I am Director of the Instructional Research and Development Institute in Boston.

The United States faces a growing problem. It is a long term problem and one that is intricately related to lowered U.S. productivity. For many of the adults who can not read or read well enough for success, and estimates range from ten to sixty million adult individuals, it is a problem that is also self-perpetuating because parents who cannot read cannot assist their children in school. Recent research has indicated that parental participation in a child's education is crucial to that child's success.

A literate workforce is essential to America's economic success. There has already been much discussion about what we have to do to compete with other nations in the markets of the world. There is no one solution to increase our productivity and restore our place in the world as a technological leader, but it is obvious that much depends upon the individual American worker and the education level of that worker. According to the National Governors' Association's recent report, BRINGING DOWN THE BARRIERS, a Task Force on Adult Literacy noted that, "...illiteracy is a serious drain on the nation's economic productivity and competitiveness."

America of the 1990s will not be the same America that began this decade. Many futuristic concepts are already a reality. Children are learning about operating in "real" time, versus "manipulated" time, being "on-line" versus "off-line." Occupations that once emphasized manual dexterity and the use of hand tools now also require technical equipment and computer readouts. Right now in the Persian Gulf, there are mechanics working on fighter aircraft, the manuals for which are over 64,000 pages in length. By comparison, in World War II, the primary fighter plane was the Hellcat which came equipped with a

35-page manual. Today being literate no longer means being able to sign one's name as it did at the beginning of the century.

In the world we live in even the smallest things can require a high level of literacy. We have all been on a job interview at some point in our lives, but think how hard it would be even to get to a job interview today without basic literacy skills. Individuals need to read street signs and numbers, transportation messages on subways and buses, and office building directories. Once there, a job applicant is often required to fill out an application that sometimes requires a higher level of reading than the job itself. Even if the job applicant is successful in obtaining the job, he or she may not be able to retain it due to an inability to read at the required level. Certainly, the applicant will be handicapped as far as a promotion is concerned. In fact, the idea of advancement can be frightening to an illiterate individual who knows his or her embarrassing secret will eventually be revealed. This cycle of attempts and failures is one of the many reasons why the illiterate individual often can not bring himself or herself to seek assistance.

When the adult illiterate eventually does find the courage to try and learn, he or she is confronted with several barriers to his or her success. One of these is time. Becoming literate is not a 24-hour, four month program. Most people need hours of instruction over many months (sometimes years) to raise their ability to communicate using the written language. The other barrier is that of resources. Many times an illiterate tries to reach out and find a reading, writing or arithmetic class only to discover that there are no openings. Many times an illiterate finds a volunteer tutoring program, but there are no tutors available. Frequently, when they enroll in a program, the learning materials are out of date, irrelevant, or poorly constructed. Teachers are often not well grounded in the theory and practice of their instructional area. The capacity to serve all of the adults who need to be assisted is just not there.

In addition to these two main obstructions to learning, there are the added problems of transportation and child care. Transportation to a school, library, or community center during the evening hours is frequently nonexistent or drastically curtailed. Child care on site is frequently needed. Often times, the most urgent reason for adults to seek literacy skills is not just that of self-advancement, but rather the desire to improve their ability to help their own children. Child care during literacy instruction is critical for many.

Counseling can also be a critical factor in the success of the adult student. Perhaps the adult has experienced previous failure in school. This sense of failure and the fear of failing can be a significant psychological barrier. Counseling frequently is needed to discuss the difficulties of the adult student and to focus on his or her achievements. Counseling is also useful in keeping the student motivated and in reinforcing the value of being able to read.

While illiteracy is not a new problem in our country, there is a growing awareness of its adverse effects on our society. Nowhere are these effects felt more seriousiv tnan in American business. Again, NGA's report indicates that, "The private sector now spends $210 billion annually on formal and informal training to upgrade worker skills to meet workplace requirements. A 1985 survey of Fortune 1000 companies revealed that basic skills instruction is an important aspect of employee education in about half the companies, and accounts for one-fourth of the courses for which reimbursement is provided (American Society for Training and Development 1985)." An article in the August 10 issue of BUSINESS WEEK magazine confirms that companies are becoming increasingly concerned with education and illiteracy. The Business Council for Effective Literacy has developed a guide to assist companies in their efforts to teach employees to read.

Other portions of the private sector are also becoming aware of the issue of illiteracy and are sounding the call for change. Project PLUS, the joint ABC/Capital Cities, Public Broadcast

System (PBS), is a massive public awareness campaign, that is creating an understanding of the literacy needs of our nation. In addition, professional organizations, such as the American Bar Association, are recognizing the problem and organizing their own programs.

Currently, there are many different types of literacy services being offered by different sectors of our society. As indicated above, corporate America is developing literacy and education programs to benefit its employees. Community-based institutions provide services for adult learners as do some libraries. Professional educators in the adult basic education system offer services to those enrolled in school, community college, and church programs. Additionally, there are many volunteers who offer their time and patience to teach beginning reading and mathematics. Yet many of these well-intentioned efforts, including federal programs such as those supported by the Adult Education Act, are not coordinated. Last year, the Department of Education's survey of federal government programs found over seventy-nine programs that were self-described as having a literacy component. There exists, however, no coordinating effort to give these programs common directions and common goals. With greater coordination an increased effort could be made to develop standards and effective evaluation procedures to further improve the instruction of adults.

International Reading Association
August 6, 1987

RECOMMENDATIONS

We need a national policy on literacy and adult education to provide the necessary support and leadership. This national policy should address three basic areas of concern:

1. coordination of existing programs
2. increased teaching capacity
3. in-depth research.

Improving the coordination of existing programs would include the federal government's projects at the Departments of Education, Labor, Health and Human Services, Agriculture, Commerce and Justice. Also, it would mean coordination at the state level. State level coordination needs to be accomplished with the firm commitment of the office of the governor in each state. This coordination would involve education, labor, and business concerns, and economic planning divisions of each state. Provisions to coordinate programs should include libraries, volunteer providers, and, where possible, community-based services. The goal of this coordination would be to establish the type of service needed in each area, to ensure the systematic collection of information for all providers, and to link the economic and human needs of the state and community.

The second area is capacity development. Many programs are working in communities with long waiting lists for service. More professional educators are needed to be trained to work with adults. More volunteers need to be trained and more community-based outreach is needed to find and serve the hardest to educate in our population. Teachers must be given an adequate education in the theory and practice of reading, writing and mathematics instruction.

The third area is research. We need more and better studies on what is needed to perform at certain occupations. We also need to study the best of the adult learning programs and discover what makes them effective. The Department of Education is coming out in the Fall with **WHAT WORKS IN ADULT EDUCATION** which will be helpful in describing what we know now, but more is needed. We should be developing better learning techniques, locally relevant teaching materials, and evaluation programs. Also, the programs of national significance should have their own appropriation line item.

A fourth area should be considered. There is always the matter of funding. The House of Representatives will be proposing a significant increase of about $130 million for the current Adult Education Act. This is a step in the right direction, but unfortunately it will not be enough to expand the program and develop the related systems needed to build a more effective format of adult basic education.

Mr. Chairman, the last several years have seen a great deal of progress in the adult literacy movement. Project PLUS, a massive public awareness campaign, has created an awareness of illiteracy as a national problem -- a problem that is robbing our nation of its creative and productive potential. We are now, however, at the next stage of developing more and better services. It is up to you and the Congress to set the national agenda, to create strong legislation that takes advantage of our present knowledge and enhances the present system. In this way, we can prepare for the future.

Thank you for the opportunity to present IRA's views.

Senator **Pell**. Mr. Mason, welcome from Rhode Island. We are delighted to see you.

Mr. **Mason**. Thank you very much, Senator Pell. It is a pleasure for me to be here and represent the State of Rhode Island on the hearings of the Adult Education Reauthorization Act, which is a very important piece of legislation since it affects the lives of so many adults not only in this country, but certainly for the 250,000 people in our State who lack a high school education.

We are very concerned about that figure because it puts us eleventh in the ranking of States. There are ten States that have a greater number of people than do we in the populations that the Adult Education Act is intended to serve.

We also have in Rhode Island a very large number of people who have completed less than eight years of school, and that is of concern to us, because they also have many other social disadvantages such as poverty, unemployment, or social isolation, that complicate their lives.

Another problem with a large number of people in that particular group is that they are parents. We feel that their children could grow up to be the next generation of illiterates unless the home environment becomes more supportive of education; and we feel that adult education programs will help achieve this.

Last year over 7,000 people in our State found that the Adult Education Act and the programs that we operate under it helped improve the quality of their lives. We had over 4,000 people who improved their basic skills in reading, writing and math. We had over 700 who qualified for the high school equivalency examination. According to our statistics, at least 600 people improved their economic situation. So we are very proud of these accomplishments.

However, more needs to be done, and we feel that an increase in appropriations would certainly help to accomplish this.

We think there are a lot of desirable features in the legislation that is currently before you. These include the provisions for tasking us to put the emphasis of our effort on those adults most in need, hardest to reach, the adult basic education learner. We think that the task to do staff development as well as to look for innovative ways to deliver the programs is commendable.

We also applaud the efforts to increase workplace literacy initiatives, the four-year planning cycle, and the proposals that have come forward to take a look at the way that the authorization of moneys go—in other words, to deal primarily with age 16 not enrolled in school that are most in need.

However, there are some features in the legislation which cause concern to Rhode Island. The cap on administration is certainly a problem for us. Given the demand for increased services and the requirements that are coming down to serve more population groups, this would be a particular problem.

We are also finding that with these additional initiatives, the need for coordination among a number of interagencies in the State is increasing, and that is causing some administrative burdens as well.

The other problem is the increased costs that are associated with just administering the Act, providing for the mail, the telephone services, the secretarial support, and the evaluation piece, which is also critical.

Another particular problem we have is the indications that a mandated advisory council might be created. And if that happens, and you go along with the idea that you can take operational expenses for an advisory council out of your administrative expenses, that would also severely constrict what we can do. I might suggest that you consider keeping the arrangements the way they currently are, where the States negotiate in their three-year planning process what the administrative costs are, and which are ultimately approved here at the Federal level.

Illiteracy remains a critical problem in the United States, and it remains a critical problem among a number of special groups and populations. I heard your comments about the correctional facilities and correctional education. Last year, we spent over $43,000 directly from the Federal part of our allocation for programs in Rhode Island, in correctional facilities. They do very well, and that represented about 7 percent of our total allocation.

So we would be concerned with any kind of mandated set-asides for special population groups. They are already provided for in the Act.

Thank you very much.

Senator PELL. Thank you very much indeed.

[Response of Mr. Mason to questions submitted by Senator Quayle follows:]

Written responses to questions by Senator Quayle for Adult Education Hearing:

1. The House reauthorization bill includes a requirement for state advisory councils. Do you think that state advisory councils should be mandated?

I do not believe it necessary to mandate a state advisory council. During national level meetings with other State Directors of Adult Education I have heard most directors refer to their council, or some similar group. Thus it is my impression that a significant number of states already have them. Rhode Island created its Adult Education Commission in 1978 and it acts as an Advisory Council.

2. The House bill also includes a provision requiring states to evaluate at least one-fourth of their local programs each year. Do you feel this is necessary? How burdensome would such a requirement be?

It is important to determine if programs are being operated both efficiently and effectively. Thus I would support more forceful language in the Act about program evaluations. I would hope, however, that the goal would be to implement a process of formative evaluations, which strengthen programs, instead of determining if they should be axed. A requirement to evaluate one-fourth of all funded programs could be troublesome, especially in large states which operate a sizeable number of programs. Evaluations can take considerable time to plan and carry out and they can be expensive. This could result in funds being diverted from direct instruction. Ultimately, this fact would become the public policy "choice." If the evaluation sec. was part of law, now, Rhode Island would be expected to perform 8 program evaluations in addition to evaluating each "Section 310 Special Project," (four will be funded) which is currently required.

They could become even more time consuming and expensive if states were tasked to assess "the affect of the program on the subsequent work experience of graduates."

3. How important is state flexibility to the success of this program? Could you describe innovative programs that you conduct under this program with the flexibility you now have?

The Adult Education Act includes several categories of people who are eligible for services. Each state is expected to support programs which reach out to all these groups. Our ability to do so can best be accomplished with some flexibility so that programming can be structured to meet local conditions and needs. Mandating that a set percentage of our allocation be spent in a specified way would not help us deliver programs efficiently. Also, if every special interest group who felt they should be given a larger share of the "pie" were able to obtain a mandated set aside, a state's flexibility to deliver programs would be severely construted.

Several innovative programs we currently support are briefly described below:

(1) Aquidneck Island Adult Learning Center - Newport

Established in 1977, the Center offers comprehensive educational opportunities for residents of five communities. Persons who utilize the Center include adults who have not completed eight years of schooling, adults who have not completed twelve years of schooling and who would like to acquire a high school diploma, and adults who need to learn English.

Instruction is individualized and learners consistently improve their academic skills, life coping skills, and personal self-image. A wide variety of instructional approaches are used. Regular classes are held with lots of emphasis on personal attention given learners by staff. Computer assisted instruction is available. Additionally, one to one tutoring is available for those adults who are in need of basic reading instruction.

This program year the Center served 462 persons.

Each learner attended an average of 35 hours during the year. The Center has consistently experienced an excellent learner retention rate. For FY 87 it was 88% with learners attending a total of 16,013 hours.

(2) Blackstone Valley Chapter, RI Association for Retarded Citizens:

This very effective program serves mentally retarded adults and combines basic academic instruction with vocational readiness skill training. A unique feature of the program is the use of persons with advanced skills as peer trainers. They work in a "team" arrangement with other adults who are in need of developing these skills. The learning experiences can occur in the classroom or in the natural environment where the skill occurs, such as the bank for banking skills, or the workshop for vocational skills.

During FY 87 fourteen people were trained to be peer tutors and worked with thirty-four other people. In ABE classes 36 individual goals were addressed in math, money, banking, reading and writing skills.

The program helps individuals gain skills necessary to obtain jobs and provided opportunities to develop and practice social skills necessary to keep jobs. As a result, twelve individuals obtained employment and ten continued in their employment settings.

(3) Dorcas Place - Providence

Dorcas Place is a non-profit community based organization located in the southside of Providence. It's program was established to help low-income illiterate individuals, who are single-heads-of household to gain reading and writing skills. During FY 87 the program served 62 women who were mothers of young children. Twenty-seven (43.5%) advanced at least two grade levels. Twenty-five (40%) advanced at least one grade level. The remaining ten students made steady progress. Each person has an individualized educational plan and progress in attaining goals is carefully recorded.

(4) International Institute of Rhode Island Citizenship/ESL Program

The program provided 134 learners with 3,160 hours on instruction from July 1, 1986 to June 30, 1987. Learners participated in small-group instruction in which basic English-As-A-Second Language, literacy, American History and Government, and American Political systems formed the course content. Tutoring was provided to students with special needs, such as native-language literacy, in a very successful component utilizing former program graduates a volunteer tutors.

To date twenty-four learners have passed the citizenship exam and an additional twenty-two are awaiting the dates of their appointments.

(5) Adult Correctional Institution-ABE/GED programs

Classes were offered during evening hours to serve those segments of the inmate population not reachable during the daytime. These classes served approximately 150-225 persons during any given week. Eventually, 455 people found the program helped them improve their reading, writing, and math skills.

A tutoring program was also introduced in Medium Security. It provided the opportunity to train literate inmates to tutor their illiterate peers on a one-to-one basis. In this way the ACI program director was able to provide special training for a small group of tutors and at the same time reach inmates who were previously not coming to literacy programs.

4. Can coordination between adult education, the educational system, and the job training system be improved? If so, how?

I believe coordination between educational programs and the job training system can be improved. Statewide coordinating bodies could be strengthened by including more "providers" and fewer people who are asked to serve simply because they are publically "visable." Also, any funded job training project should have a basic literacy compontent and States should be more aggressive in ensuing that most of the so-called 8% set aside for basic skills in the JTPA legislation acutally flows to this sort of program and is not spent for some other purpose.

Promoting educational partnerships between secondary schools, both public and private, and employers/business/industry is another good way to bring the two systems together. This is a process that is becoming more visible as more "adopt a school" agreements are enacted. More adoptions should be encouraged and educators should become less reluctant to share their responsibilities for curriculum development and classroom instruction with an outside source. Also, more emphasis should be placed on recognizing that very effective learning can take place in many settings and appropriate credit for learning external from a school classroom should be granted.

5. Is business involvement in this program widespread? Is business involvement in this program a good idea? How can it be encouraged?

Currently, only a few businessess are involved in adult basic education programs in Rhode Island. However, interest in cooperating is growing. Last year 5 partnerships for workplace literacy were created. This year we have every reason to believe these five will be repeated and I am presently working with three new leads generated via the effort of Mr. Steve Grogan and Hospital Trust National Bank. (encl. 1).

Involvement by business is very definately a good idea. Partnerships extend limited resources, opens up potential employment opportunities for ABE learners, helps ABE programs become more responsive to community needs, and demonstrate how learning experiences can be utilized. A business or industry benefits too since they can gain public recognition, show their employees they care about them, improve the productivity of their workforce, and increase the value of their human capital. It's also good to have businesses involved since illiteracy is such a wide spread problem employers have a major stake in the solution.

I believe it can be encouraged by:

a. Continuing to build on the foundation laid by Mr. Harold McGraw's Business Council for Effective Literacy;

b. By being responsive to the "needs" of a business and aggressively following up leads;

c. Actively soliciting the participation of a business in planning the program;

d. Helping evaluate results;

e. Involve labor unions;

f. Being "business like" i.e. entering into written contracts specifying what services are to be performed, expectations of the program, etc. and by keeping to time lines mutally agreed upon.

#1

THE PROVIDENCE SUNDAY JOURNAL

Steve Grogan adds his name to campaign against illiteracy

Advertising, marketing

By WILLIAM J. DONOVAN
Journal-Bulletin Business Writer

A BIGGER GAME: The Patriots's Steve Grogan has joined the fight against illiteracy in Rhode Island.

If state figures are accurate, about 250,000 adults in Rhode Island would have problems reading all or part of this column each week because they are functionally illiterate.

In fact Rhode Island's performance in this area compared with other states is less than stellar. Adult illiteracy is worse in Rhode Island than in the rest of New England and in four-fifths of the U.S. About 17 percent of the population has less than an eighth-grade education.

Complicating this is that most of these people are too embarrassed to come forward for help. "People really don't want to get up and shout to the rooftops that they can't read," says Susan Baxter, director of community relations for Hospital Trust National Bank.

Hospital Trust, along with the state Department of Education and Creamer Dickson Basford, has spent the last year concentrating on the public relations aspect of a campaign to improve reading skills in Rhode Island.

The focus has been developing on-site adult illiteracy programs in the workplace by recruiting companies in the state to participate. The theory is that it is easier to reach employees on the job, rather than wait for people to show up at public meetings.

"As an employee, if I know that my corporation is putting this together for me I can take advantage of it without losing my job," says Baxter. "Secondly, this is a way for me to move forward with this company."

Though most corporate executives admit the problem is severe, only six of the more than 200 companies in the state contacted during the year agreed to begin training programs.

"I thought it was a good start," says Frank Santoro, director of Vocational and Adult Education in Rhode Island. "But we have to do more than that before we begin to make an impact on the problem."

Steve Grogan helps

A breakthrough of sorts came during a two-week trial period in July in which New England Patriot's quarterback Steve Grogan served as a spokesman for the campaign. Within two days four companies made commitments to begin programs. At the same time calls to the state's Literacy Hot Line increased 25 percent during and immediately following the program.

"The point was to have Steve provide an entree for the Department of Education people and he did that beautifully," says Elaine MacLean, the campaign coordinator with Creamer Dickson Basford. "We get top level management interested and then Frank (Santoro) goes in and talks with them about the nitty-gritty of the program."

Creamer Dickson Basford, which donated about $72,000 in services to the campaign, arranged worksite visits for Grogan at Carol Cable, Ocean State Finishing, Consolidated Auto Screen, Elmwood Sensors and with warehouse employees at CVS/Mark Steven. He also visited the Army National Guard in Woonsocket and spoke to about 125 people at the St. James Church Fair in Manville.

"If I was alone I probably wouldn't have gotten into the company, probably wouldn't have gotten into the boardroom and sure wouldn't have created the excitement," says Santoro.

The incentive for business, especially in these days of labor shortages, is to have an educated work force. "The growth of this community is predicated upon the growth of this work force," says Baxter.

"We felt we have to take some action and work with the Department of Education to try to solve a major economic problem in our state. When you have 250,000 people that can't read, that is an economic problem."

The campaign was concentrated in northern Rhode Island, especially Pawtucket and Woonsocket where illiteracy rates are high, although Santoro says it would have been appropriate in any part of the state.

Senator PELL. The next witness is Hal McGraw. I might say this is the first time I can recall, in 27 years in the Senate, that I have had a dear and old friend of more than 50 years to come along as a witness.

Carry on.

Mr. McGRAW. When we were classmates together, Claiborne, I never thought I would be presenting on education to you as one of the most distinguished Senators on education in the Senate.

I am representing today the Business Council for Effective Literacy, which I founded in 1983. This is an organization of business and educational leaders, and it has had as its primary mission these past four years creating a much greater awareness, especially in the business community, of the magnitude of the adult functional illiteracy problem and its special implications for business.

To this end, we have worked with the magazine, newspaper, and broadcasting association. We have also worked to get businesses involved once they are more aware; and we have tried to serve as a catalyst between the needs of literacy providers in the field and corporate resources.

Business support has been increasing greatly, both in dollar grants and in-kind services. We accomplish this primarily through a varied publications program of leaflets, monographs, how-to guides, and a quarterly newsletter that many consider the "bible" in its field.

We are well aware that estimates differ on the magnitude of the adult illiteracy problem. BCEL believes we have upwards of 25 million adult functional illiterates and close to 45 million more with minimal basic skills.

But regardless of estimates, I am firmly convinced we have a social and economic problem of crisis proportions facing our Nation, which requires strong public and private sector action at every level of society. And there is no substitute for strong leadership from the Federal Government, for it is at that level that all these forces can be most effectively brought together and their efforts coordinated.

We need to tackle the problem at two levels, prevention and correction. The great numbers of school dropouts along with the many who do finish high school, but with barely marginal literacy skills, make it all too clear we need to improve our teaching of basic skills in the schools.

However, as important as that is, even major improvement in basic skills results in the schools cannot help with the millions of adults in the labor market today who lack sufficient skills to function at any but the lowest levels. And being more competitive internationally through a better-educated work force in the Nineties means upgrading the skills of those now in the work force or trying to get into it.

This problem is being compounded as production lines are cut back and the shift in jobs is to the service industries, which usually require far higher skills. And there is, of course, the greater use of more complicated technology in the workplace.

The business community is increasingly concerned by their growing requirement for basic skills training with the current work force, but in addition, demographics are now creating a considerably smaller entry-level work force than just a few years ago, and with a higher percentage coming from the big cities, with dropout rates of 40 percent or more, and a larger base of disadvantaged and minorities that will require an even greater degree of corporate basic skills teaching.

I would like to mention very briefly some areas where we feel Federal leadership would be particularly helpful in combatting adult functional illiteracy.

We need major Federal increases in the support of the badly underfunded adult education programs, including adult basic education. We need to make those programs more flexible so that a wider range of literacy-providing groups are eligible for funding. We need to encourage the development of overall leadership and coordination in each of our States. We need to link literacy programs with job training and other public assistance and immigrant and correctional programs. And we need to provide funding for research and demonstration projects to help develop and disseminate new methods of literacy instruction.

A comprehensive education bill, H.R. 5, recently passed by the House of Representatives, would seem to contain many well-designed provisions addressed to those needs. We sincerely hope that your Committee, Mr. Chairman, will give favorable consideration to those or similar provisions in developing your own bill.

Thank you very much, sir.

Senator PELL. Thank you very much indeed, Mr. McGraw.

[The prepared statement of Mr. McGraw, with an attachment, and response to questions submitted by Senator Quayle follow:]

Testimony of Harold W. McGraw, Jr.
Before Senate Hearings
On August 6, 1987

Mr. Chairman:

My name is Harold W. McGraw, Jr. I am chairman of the Board of McGraw-Hill, Inc., but I am here today as president and founder of the Business Council for Effective Literacy.

BCEL is an organization of business and educational leaders concerned with achieving effective adult literacy in the United States. One of our goals has been to create awareness, especially in the business community, of the problems this country and millions of its citizens individually face as a result of functional illiteracy. Another has been to help American corporations establish training programs to increase the basic literacy skills of their employees. Another is to encourage businesses to help with community literacy programs and to give them guidance on how to do so. We try to achieve our goals through a varied publications program--newsletters, leaflets, monographs, and topical how-to guides--and technical assistance provided in other forms directly by our staff to the business and literacy communities.

We also feel a responsibility to speak for the interests of the business community in the consideration of public policy with respect to illiteracy, and it is in that respect that I welcome the opportunity to appear before you today.

There are many questions that arise about the literacy problem: For example, how big really is the problem? How serious is its impact on American society, and on American business? How did we get into the difficult situation we are in? And what can we do about it? I am first and foremost a publisher, but I have learned a great deal about the scope and nature of the illiteracy problem since founding BCEL in 1983 and am firmly convinced that this nation is facing a problem of crisis proportion, requiring strong public and private-sector action at every level of society.

We are talking about many millions of adults aged 17 and over who cannot read and write to the simplest level of competency needed to function in essential everyday tasks of living and working. The exact numbers vary depending on their source. BCEL's own estimates (25 million-27 million functionally illiterate adults and 45 million marginally literate adults) are based on the findings of the national Adult Performance Level Study funded in the early '70s by the Department of Education (updated by applying 1980 Census data) and a 1983 report on the literacy levels of 17-year-olds by the National Commission on Educational Excellence. The report last fall by the National Assessment of Education Progress also provides alarming statistics--on the rate of illiteracy among young American adults, aged 21-25. Especially disturbing are the findings on minority youth, whose rates of illiteracy are more than double that of the general youth population. More than half of the nation's prison population is judged to be functionally illiterate, and the rate of illiteracy is known to be disproportionately high for those dependent on public assistance, the unemployed, and other disadvantaged groups in our society.

Throughout the business community, as the nature of jobs in the production and service industries continues to shift, and to shift rapidly, employers of every kind are finding that substantial numbers in their workforce have basic skills deficiencies that affect job performance, promotability, mobility, and economic competitiveness. The cost to business runs into billions each year in terms of low worker productivity, workplace accidents, poor product quality, and lost management and supervisory time. Yet another concern of business is that illiterate persons in the general population represent a major loss of potential customers for products and services.

In short, adult illiteracy, by any measure, is a pervasive problem of human resource development that affects every social, political, and economic institution in the country--and that blocks millions of individuals from effectively participating in American society as citizens and as workers. Our nation simply cannot accept such a situation for long and expect to remain healthy, competitive, and vital as a world leader and a model of democracy and opportunity.

Just why so many adult Americans can't read or write to an adequate level of functioning has no simple answer. The causes are complex and interrelated--the effects of discrimination and poverty, inadequately trained teachers or poor schooling, intergenerational transfer of illiteracy from parents to children, the large and continuing influx of new refugee and immigrant groups, and dramatic changes in the workplace and social requirements for literacy.

Literacy was once defined as the ability to simply sign one's name. In the 1920s, 5th-grade reading level was considered the minimum needed to function adequately. During World War II this rose to 8th-grade equivalency. Today most experts say it should be 12th grade. In a major study by one of the foremost researchers in the field, Larry Mikulecky of Indiana University, it was found that 70 percent of the reading material found in a cross section of jobs is between 9th-grade and 12th-grade in level of difficulty, and 15 percent is even higher. Material used in military jobs averages 10th-12th grade, and 12th-grade level is needed to read and understand the average newspaper.

My colleagues at BCEL and I are convinced that the national effort to solve or drastically reduce the problem of functional illiteracy must unite many segments of our society: state and local governments, the business community, labor unions, provider groups of all kinds, and many others.

But there is no substitute for strong leadership from the federal government, for only at that level can all these forces be brought together in the long-term effort that will be needed to effectively turn the illiteracy problem around.

In general, we need to tackle the problem at two levels: prevention and correction. Contrary to many impressions, our schools are doing a better job than in the past, in my opinion, in providing more of our students with good basic skills. But there are still far too many dropouts who leave school woefully unprepared to cope, and there are large numbers who finish high school with barely marginal literacy skills. We need to improve the teaching of basic skills in the schools and in particular to effectively reach at an earlier age those children who are at risk for dropping out. And we need to bring parents and children together in literacy and Head Start programs, for most literacy problems have their roots in the home.

But even great improvement in the schools starting right now cannot help with the millions of adults already in the labor market who lack sufficient skills to function at any but the lowest levels. To deal with that grave problem we must:

1. Make major federal increases in the support of the badly underfunded adult education programs, including the Adult Basic Education Program.

2. Make those programs more flexible, so that a wider range of literacy-providing groups in a variety of community and institutional settings are eligible for funding.

3. Develop overall leadership and coordination in each state to bring together all interested parties in the careful planning of state programs and in developing needed funding at that level.

4. Link literacy programs with job training programs, other public assistance programs, and immigrant and correctional programs.

5. Provide funding for research and demonstration projects to help develop and disseminate new methods of literacy instruction, including the use of technology to extend outreach and achieve economies of scale.

The comprehensive education bill, H.R.5, recently passed by the House of Representatives contains, we believe, many well-designed provisions addressed to these needs, including increased authorization levels, provisions for state literacy councils, requirements for state planning, flexibility in working with voluntary and community-based organizations, research and development funding for the Department of Education, and the important provisions for a new Even Start Program involving Head Start children and their parents.

I hope that your committee will give favorable consideration to these or similar provisions in developing your own bill, and I am confident they will have the strong support of the business community.

We also are favorably impressed by the bill introduced by Senator Kennedy and others for a Literacy Corps enlisting the participation of college students, who generally make excellent tutors, and also by the Readfare proposal of Senator Gore. An expanded volunteer tutoring corps along with programs to provide for more fully trained professional teachers are also essential. Provisions for basic skills training included in trade bills are also extremely important, especially for the business community, and would ideally be carefully coordinated with provisions of any comprehensive education bill.

I appreciate the opportunity to be heard in this important forum and am greatly encouraged by the growing interest throughout Congress in taking action to further adult literacy.

BCEL BUSINESS COUNCIL FOR EFFECTIVE LITERACY

[illegible]

VOL. 1, NO. 8 JULY 1986

THE BROADCAST MEDIA & LITERACY

by
Gail Spangenberg
Vice President, BCEL

After working and sleeping, watching television is the third most popular activity of American adults. Children and teenagers watch an average of 18,000 hours of television each year (while spending 15,000 hours at school, assuming perfect attendance).*

Because television has such a prominent place in the homes of most Americans, including the one in every five adults who can't read and write, its reach as an instrument of persuasion and awareness-building is unique. Thus, when Project Literacy U.S. (PLUS), a multi-million dollar media campaign to help combat adult illiteracy, is aired in September, it can be expected to have a powerful impact nationwide, touching virtually every community in the U.S.

This therefore seems an ideal time to take a closer look at how that initiative will work, at some related projects under development, and at some factors that will have a bearing on the degree of success that these activities can ultimately have in terms of truly expanding service to adults in need of help.

The PLUS Initiative

On a number of counts, the PLUS project is a historic first. It is an unprecedented collaboration between public broadcasting and a commercial network–the Public Broadcasting Service (PBS) and the American Broadcasting Company (ABC)–and the first time that any two major national broadcasters have joined forces in a common public service effort.

PLUS will combine national network television and radio broadcasts with community action, alerting the public to the urgency of the adult illiteracy problem and helping to mobilize efforts to deal with it in towns and cities across the U.S.

All 525 ABC and PBS affiliate and member stations will be taking part–airing programs, referring individuals to local programs of instruction, and otherwise giving assistance to individuals and groups in their communities. ABC estimates its dollar commitment to PLUS, aside from the contributions of its local stations, to be well in excess of $1 million. The Corporation for Public Broadcasting is underwriting the PBS effort with grants to WQED in Pittsburgh for research and development and production of a documentary. Additional CPB funding will support the stations' community outreach activities.

The PLUS initiative is being conducted in two phases. The first, in process since January, is focussed on building an outreach infrastructure via the local ABC and PBS stations. The aim is to coordinate resources at the local level well in advance of the national public awareness broadcasts–to ensure that those who want help and who wish to give it will know where to turn in their communities. (PLUS telecasts are expected to reach more than 50 million households.)

The second phase, on-the-air coverage, will operate throughout the September 1986-June 1987 broadcast season. The kick-off piece, a primetime ABC news documentary narrated by Peter Jennings on the plight of illiterate Americans, will be aired on September 3rd. This will be followed on September 17th by the PBS documentary which will give visibility to a variety of successful on-going local programs for teaching nonliterate adults the basic skills. In between and through to June, all elements of ABC News will cover the subject: ***This Week*** with David Brinkley (September 7th); ***World News Tonight*** with Peter Jennings (a special-assignment series scheduled for the week of September 8th); ***Nightline*** with Ted Koppel; ***20/20*** with Hugh Downs and Barbara Walters; ***Good Morning America*** with David Hartman and Joan Lunden, and an ***ABC Afterschool Special***.

ABC's Entertainment Division will try to infuse thematic treatment of illiteracy into daytime serials and dramatic programming. For continuity between programs, public service announcements will be carried, and a series of spots on ***American Television and You*** will explain why the two networks have made a commitment to literacy. ABC Radio will also carry PSA's and mini-documentaries to its affiliates across the country. And local stations of both ABC and PBS will supplement the national broadcasts with their own locally-produced programs.

Volunteer
To Help Combat Illiteracy
Call
1-800-228-8813
abc PBS Ad Council
Project Literacy U.S.

Other events in tandem with PLUS will extend the media blitz. For example, the American Newspaper Publishers Association is mounting a major literacy awareness campaign through its 1,400 member newspapers on the same time schedule as PLUS. President Reagan has proclaimed the month of September Adult Literacy Awareness Month, with messages to be delivered to the American public on Labor Day by both the President and Secretary of Labor Brock. On September 7th, designated "Literacy Sunday," religious leaders will include the subject of literacy in their sermons throughout the country and encourage their congregations to get involved.

The outreach component of the campaign, spearheaded by PBS, is the largest such effort ever undertaken by public television. A point repeatedly underscored by the networks is that the television programs in themselves are merely the centerpiece of community action that aims to promote or activate literacy programs at the grassroots level. "We are not experts on the problem of adult literacy," notes ABC president James Duffy. "We are not educators... Our role is to create a framework for participation."

At local levels, PLUS is supporting the work of existing literacy task forces and, where

(cont'd. on p. 4)

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NEWS IN BRIEF

Federal Funds for Library Literacy

Under Title VI of the Library Services & Construction Act, the Department of Education will award $4,785,000 in 1986 for library literacy projects. The Department is reviewing proposals from state and public libraries across the country, and some 190 awards of up to $25,000 each will be made by September 30. For further information, contact Frank Stevens or Carol Cameron, Library Development Staff, Department of Education, 400 Maryland Avenue SW, Washington, DC 20202 (202) 254-5090.

Bronx D.A. Plans Literacy Program

Of the 40,000 arrests made each year in New York City's Bronx County, most individuals will return to jail after they are released because their basic underlying problems have not been addressed. Recognizing that there is often a direct link between an individual's lack of education and criminal behavior, Bronx D.A. Mario Merola believes that the prosecutor's office should take a new approach to addressing crime and he is establishing a program to offer defendants a whole range of services including educational testing; tutoring in reading, writing, and math; vocational assistance, and psychological counseling. This will be the first time that a district attorney's office has taken an aggressive educational role. Still in the developmental stage, the program will be run by the D.A.'s office which will hire staff, raise funds from city, state, and federal governments as well as businesses and foundations, talk with experts in the field to design the program, and use materials relevant to the lives of the people involved. The program will also work with Bronx Lebanon Hospital, referring individuals with drug problems. Merola plans to launch a pilot of the program in January with 50 defendants. For more information contact Thomas Olin, Office of the District Attorney, 215 E. 161st Street, Bronx, NY 10451 (212) 590-2100.

Literacy Made a Priority of JTPA

Up to now the emphasis on job placement as the goal of JTPA's training programs has excluded many youth who first need help with basic skills. In response to this problem, the Department of Labor's Employment and Training Administration has made basic literacy instruction a priority for the coming year. To help serve youth, especially dropouts and teen parents, DOL will work with such federal agencies as the Department of Health and Human Services, the Education Department, and the Justice Department to develop a pilot school that offers half a day of job training and half a day of education. The school will provide counseling, literacy instruction, job skills training, job placement, and help for teen parents. Private Industry Councils, which have a track record of being responsive to local community conditions, will play a new role as "human resource managers" in the demonstration.

Targeting State Policy Makers

The Education Commission of the States (ECS) recently received $50,000 from the Sears Roebuck Foundation for a national literacy project. The new grant will be used to address literacy issues through a national conference, state-based policy seminars, technical assistance, and a special 20-minute videotape aimed at governors, legislators, and other policy-makers. ECS held a planning meeting in June at which invited national literacy leaders helped develop the specifics of the program. For more information contact Barbara Holmes, Senior Policy Analyst, ECS, 1860 Lincoln Street, Suite 300, Denver, CO 80295 (303) 830-3627.

Dropout Prevention in Appalachia

Last year the Appalachian Regional Commission commemorated its twentieth anniversary by addressing the high dropout rate in the region's schools. According to Commission studies, dropout rates for 77 percent of Appalachian counties exceed the national average. Of this group, a third are one-and-a-half times more likely to drop out and close to ten percent drop out at twice the national rate. In many areas, one out of two students entering school won't graduate. The Commission has committed $2.2 million for special dropout prevention programs in the region involving 46 projects and 5 technical assistance efforts. So far, state, local, and private matching funds have added another $1.1 million to the total available. For further information contact Rita Spivey, Appalachian Regional Commission, 1666 Connecticut Avenue NW, Washington, DC 20235 (202) 673-7879.

USDOE Planning Research Agenda

Through its new Division of Higher Education and Adult Training, the USDOE is planning a program of adult literacy research. As a first step to launching a grants competition, papers synthesizing the current research literature are being prepared—by Sharon Merriam on theories of adult learning and development, Gordon Darkenwald on effective teaching of basic skills to adults, and Thomas Valentine on ways of defining and assessing functional illiteracy. The three papers will form the basis of an invitational planning conference to be held in Washington, D.C. on August 13 and 14. Between 15 and 20 participants from adult literacy programs, government agencies, the research community, community agencies, and business and industry have been asked to participate. For more information contact Jerry Lord, U.S. Department of Education, Office of the Assistant Secretary for Educational Research and Improvement, 555 New Jersey Avenue NW, Washington, DC 20208 (202) 357-6243.

Illiteracy and International Competition

A new bill (H.R. 4728) was introduced in May by Senator Augustus Hawkins which would recognize the relation between functional illiteracy and the U.S.'s ability to compete effectively in the international arena. The bill would authorize a program in which state education agencies would receive funds to provide basic skills to those who need them to enhance their employability or to find new jobs and learn new skills to keep up with technological change.

In The States

- **Georgia's** Volunteer Literacy Advocacy Committee recently completed two years of study aimed at producing recommendations for a statewide literacy effort. The plan, which recommends creating a statewide council and a referral hotline, is now being considered by the Governor and State Education Superintendent.

- In **Ohio**, the Greater Cleveland Growth Association and the Greater Cleveland Literacy Coalition hosted an "employers" conference in June to increase local business interest in sponsoring basic skills instruction for their employees. A similar meeting was held for municipal government officials to encourage expanded basic skills services for civil servants.

- The **Maryland** Department of Education held a conference in March to increase the business community's awareness of illiteracy and to outline steps businesses can take to deal with the problem in their workforce. Panelists included representatives of the Potomac Electric Power Company and other companies.

- **North Carolina's** General Assembly recently approved the purchase of 1,000 PLATO units for use in computer-assisted basic skills programs being instituted in the state's community college system.

- In **Rhode Island**, Senator John Chaffee recently hosted a statewide forum on literacy, which featured a presentation by an official of Fleet National Bank on the role of business.

- In **Texas**, Houston's coordinating body, Project READ, sponsored an interfaith religious conference in May in which 100 of the city's largest congregations discussed how they could get involved in local literacy activities. ■

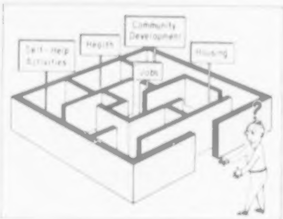
FACING ILLITERACY IN CANADA

The inability of workers to read, write, and compute is a major problem in Canada as well as in the U.S. Approximately 20 percent of Canadian adults are illiterate and of these people, 40 percent are under age 45. Moreover, 30 percent of all teenagers drop out of high school. A report published last June by the Canadian Association for Adult Education found that 5.7 percent of workers in finance, 7.8 in business service, 9.1 in public administration, 10.8 in retail, 13.8 in transportation, and 18.7 in personal service have poor basic skills. But the implication of these statistics is not yet fully recognized, especially among most business leaders. As recently as last fall, when Kathryn Filsinger, industrial relations advisor for the 3,500-member Canadian Manufacturers' Association, took an informal poll, she found that most members were unaware of the problem.

Janet Turnbull, publisher of Seal Books and president of the year-old Canadian Task Force on Literacy (modeled in part after BCEL) says: "There's good reason why business in particular should be concerned—it's costing them a lot of money." As in the U.S., errors, low productivity, poor product quality, absenteeism, and other manifestations of illiteracy are costing the Canadian business community billions of dollars each year. The Task Force, whose 32 members include Abiti-Price, the Retail Council of Canada, Conwest Exploration, McCann Erickson Advertising of Canada, Coles Book Stores, and the Molson Group, is working to make both business and the public more aware of the problem. Abiti-Price has pledged $30,000 over the next three years to help advance this effort.

As jobs require more sophisticated technical skills, the workplace will be more and more affected by illiteracy. The increasing use of statistical process control (SPC), which requires assembly-line workers to track the quality of products at each stage of the manufacturing process and to correct flaws quickly, is one example. Dennis Des Rosiers, director of research for the Automotive Parts Manufacturers' Association of Canada, notes that 90 percent of its members have SPC programs now and thus most of their workers need to upgrade their skills.

WHAT IF YOU COULDN'T READ?



Hugh, a 47-year-old Ford Motor employee in Detroit, has spent his whole life bluffing his way past job applications, menus, and all written materials. At work, he has memorized explanations of how to run machines. At home, his wife has read all the mail, paid the bills, and done the banking. He even managed to pass his high-school-equivalency exam without knowing how to read. "My wife read the textbook to me and the exam was all true and false. I'm a good guesser and I passed." With help, Hugh has managed to get by, but his frustration has been high.

Hugh is just one of the dozens of non-literate adults who have come to BCEL's attention. Like him, each of the 27,000,000 functionally illiterate Americans is a real person whose chances for a good job and personal fulfillment are blocked by the inability to read and write. Fortunately, among the cases known to BCEL are many persons who have managed to turn their lives around:

Sheila passed for literate by paying people to take tests for her until the age of 25 when she decided to learn basic skills. Now she's a nurse with an M.A. and has even written a novel.

Al, a 47-year-old Polaroid worker, started life with a poor education from a segregated Alabama school. As an adult, he sat mum through staff discussions. When his boss promoted him to supervisor he got into trouble because his reports were unreadable. For the last three years, Al has been enrolled in the company's basic skills program. He has since risen to technical trouble-shooter for sophisticated testing equipment.

Daniel, a 39-year-old electrician hid his illiteracy by carrying a newspaper. But his cover-up ended when he sought help for a drinking problem at AA and couldn't read "Living Sober." With the help of a tutor, he is overcoming his problem, but still says, "I'm more accepted if I say I'm an alcoholic than if I say I can't read."

Michael, a 28-year-old welder, was unable to learn to read as a child because of an undetected hearing handicap. He cheated his way through welding school, but always felt fear and frustration. "A lot of times I'd just go off and cry. I used to want to kill myself." His inability to read the word "clockwise" led him to incorrectly install an industrial blower at work, costing the company thousands of dollars. Now Michael uses a hearing aid and gets reading help. He says that everything has changed for him as a result.

These are just a few illustrations of how individual lives are affected by illiteracy, but illiteracy also has consequences in the workplace:

A New York insurance company says that 70 percent of dictated correspondence must be done over because typists can't punctuate and spell correctly.

An insurance company employee paid a policyholder $2,200 on a $100 claim instead of the $22.00 authorized because she didn't understand decimals.

A steel-mill worker who couldn't read cost his company more than $1 million when he misordered spare parts from a warehouse.

An illiterate mechanic cost the Navy $250,000 in damaged equipment because he couldn't read the repair manual.

A computer company executive who makes $75,000 a year read at only fourth-grade level until he entered a tutoring program. His wife helped him write sales reports and he once ran up a $200 phone bill when he called her from Brussels to help him prepare a speech.

The functionally illiterate chairman of a bank has his secretary stay on the line during business calls to take notes of his telephone conversations.

But the cost of illiteracy must be measured in more than just dollars. It also takes a high toll on safety:

A feed-lot laborer accidentally killed a herd of cattle when he misread a package label and fed them poison instead of food.

A train motorman, on trial for negligence in a fatal accident, admitted he had trouble reading his service manual, as did many of his co-workers.

An industrial worker almost killed several people when he attached a heavy piece of metal to a machine improperly because he couldn't read the assembly instructions.

A nine-day-old baby died when her mother fed her undiluted formula because she couldn't read the measuring instructions.

An illiterate nursing home employee had to memorize what the patients' names looked like and what kind of diets they were on.

Two firefighters in all all-volunteer force in Pennsylvania were injured and nearly lost their lives because they couldn't read warning signs.

The vast numbers of people who can't read and write face seemingly insurmountable obstacles in every aspect of their lives. But most are willing and able to learn and, with the right help, the odds against them can be changed to everyone's benefit.

BROADCAST MEDIA

(cont'd. from p. 1)

none exist, convening new ones. These groups–comprised of literacy providers, adult learners, educational planners, religious and civic groups, government and business leaders, and the ABC and PBS stations, will assess the locally-available literacy programs and resources and attempt to help them pool and coordinate their services to achieve greater outreach.

As of June, 260 communities had already formed PLUS task forces. In addition, 80 national organizations as diverse as the American Council of Life Insurance, the General Federation of Womens Clubs, the National Urban League, and the National Governors Association, had agreed to lend support by publicizing the campaign among their members and urging participation.

"PLUS will bring together more organizations than ever before which will declare literacy a priority for attention," says Douglas Bodwell, CPB's director of education. "Not just the traditionally-involved organizations, but new places like the Junior League and the American Legion working together for the first time, asking 'How can we help?'"

Each ABC and PBS station has both a staff literacy contact person and a volunteer community convenor. A national teleconference, seminars, and workshops are already being held across the country to train these people. And videotapes, manuals, guidelines, and bulletins are being produced to assist them.

That such efforts can produce significant results is evident from similar, if less ambitious, undertakings. In November 1983, in association with other oganizations, WQED aired THE CHEMICAL PEOPLE, a two-part documentary on drug and alcohol abuse in young people. This national television event was matched by local events including town meetings in 12,000 communities and the development of a local action plan in each. Some 8,000 of the groups that were formed on that occasion are still in existence, working on their action agendas.

The Ad Council Campaign In Parallel

The PLUS campaign will overlap, and work in cooperation with, the national multi-media campaign begun in January 1985 by the Coalition for Literacy and the Advertising Council. This three- to four-year Ad Council campaign is beginning to yield a vigorous response (despite curtailments in the program due to lack of adequate funding). The campaign seeks to recruit volunteer tutors, appeal to corporate funders, and motivate potential students to come forward for help. The ads (which appear on radio and television and in newspapers and consumer and business magazines) carry local and national call-in numbers for persons who wish to respond. The national number (800-228-8813) takes an estimated 10 percent of all calls nationally. It is operated by CONTACT Literacy Center in Lincoln, Nebraska, a national information and referral agency with links to thousands of local literacy programs. Through May 1986, CONTACT responded to some 52,500 calls, 65 percent of those from potential volunteers and 25 percent from potential students. (The latter statistic is noteworthy in that the ads specifically geared to adult non-literates have not yet been produced; these persons have picked up on ads they have seen, usually on television, for volunteer tutors.)

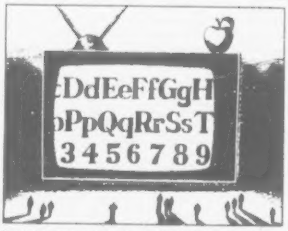
CONTACT will also serve as the toll-free national hotline response system for PLUS. President Gary Hill estimates that CONTACT must be prepared to handle a volume of 75,000 calls in September alone.

Other Reinforcements

In some states, special television projects are in the works that will serve to reinforce the PLUS and Ad Council efforts. For example, South Carolina Educational Television (SCETV) is mounting a 12-month statewide campaign urging its citizens to "Get on the Reading Railroad." The slogan, produced as an animated graphic, will appear on PSA's, bumper stickers, billboards, and lapel pins. SCETV will produce a documentary on the problem of illiteracy in South Carolina, tying it in with the PLUS campaign. And moving beyond awareness, the station will also launch significant activities on the instructional front. It will be broadcasting Kentucky's highly-acclaimed high-school equivalency series throughout the state and, to help train tutors, will use its closed-circuit teleconference system to link schools, colleges, and technical assistance centers.

Moreover, in a separate effort, SCETV will sponsor a national conference in September concerned with illiteracy among prison populations. The subject to be probed is the role of public television and the creative uses of other technologies–videocassettes, computers, interactive video–for teaching literacy skills to prison inmates who read at less than a sixth-grade level.

A preliminary study conducted by SCETV at the Wateree State Prison in Rembert (SC) provides data typical for many prisons across the U.S. This data will provide a national perspective for the consideration of the conferees–including representatives of the U.S. Department of Justice, literacy experts, educational broadcasters, prison administrators, teachers, and inmates.



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AMERICAN TICKET, a project of KCET in Los Angeles, is about to be tested as a half-hour pilot for a national series on literacy. Intended for audiences 15 years and older, the series will be geared to the needs of school dropouts, native English speakers who are functionally illiterate, and foreign-born persons with limited English competence.

Using a magazine format and story lines, the episodes (26 are planned) will combine entertainment, comedy, and information. They will focus on language and life-coping skills and explore aspects of American culture. While they will put a premium on the teaching of useful skills from the very beginning–each episode will contain segments that teach specific skills such as writing a check or recognition of a job-related word–the primary thrust is motivational. The goal is to reach the at-home adult who has not enrolled in any program and to move him or her to seek help. Because KCET's research showed that the overwhelming desire of the target audience is to get a job or a better job, the setting of the series will represent the world of work. The 25-minute pilot, tentatively titled "The American Sign Factory," is set in the shipping room of a factory where signs are made. Plans call for the widest possible distribution of the series–including open broadcast on PBS and cable; video and audio cassettes for use in the school, home, and workplace; teachers guides; print instructional materials, and other outreach activities.

Project Second Chance of the Arkansas Educational Television Network also plans to go national with a state-tested program that gives high school dropouts a second chance to earn a high school diploma. The national plan builds on the network's successful 1984-85 experience—using Kentucky's GED series—in which thousands of adults in Arkansas were drawn back into education. A one-hour documentary will be produced dealing specifically with high school dropouts. It will contain material for parents on what they can do to keep their children in school. It will speak to educators on how to make the educational experience of students more meaningful and interesting, presenting personal profiles of dropouts who later completed GED progams. A 30-minute follow-up for broadcast on local PBS stations will be added, and then an enrollment campaign on television will register students for the instructional program.

It is worth noting that the Kentucky GED television lessons have been used by many states other than Arkansas and South Carolina, and it has been used in several contexts: direct study at home via television with viewers given access to a toll-free telephone hotline for personal help, and presentation via videocassettes in adult learning centers either through teacher-directed classes or in monitored self-study. Nationally-averaged statistics show that about 65 percent of adults studying at home on their own with hotline help pass the GED exam, as do 85 percent of those studying in a learning center.

The Challenge To Non-Broadcasters

The Coalition's Ad Council campaign has another two years or so to run and can be expected to have an increasing response. Projects like the three state efforts cited above will build the momentum. Add to that the powerful impact that the extraordinary PLUS initiative is likely to have and it is not hard to conclude that the battle for public awareness can be won.

People throughout the field are both relieved and excited about this prospect, for lack of awareness has long been a major impediment to developing the environment needed to provide basic skills instruction on a level at all commensurate with the need. Yet in the current flush of excitement lurk certain dangers.

The fact is that broadcast awareness activities, even when combined with local community action, cannot alone turn the illiteracy problem around—nor do any of the projects and campaigns discussed above claim this. As ABC's Duffy points out, their role is to help set the framework for participation and action.

What the nation must realize is that success on the awareness front in the short-run, could ultimately result in failure—unless public and private sector funding sources can respond quickly with substantial new monies to support and nurture the new activities that will be generated.

Among the priority problems are these:

- Even before the Ad Council campaign was launched, most literacy programs were already stretched to capacity in their service, and most had long waiting lists of tutors and students they lacked the resources to handle. Although some states and cities have since allocated new money to adult literacy activities, the overall national situation has not changed appreciably. Most programs are still strapped. Not only that, but they will be further strapped as they are called upon for technical assistance by the many new groups that will choose to enter the field as a result of PLUS and the other awareness activities.

To be sure, better organization and coordination of services at the local level can be expected to produce benefits in overall service. And new groups and partnerships will further extend the range and availability of services (though new programs cannot be implemented overnight). In these ways, it has been estimated that the present national system for delivering basic skills instruction can be doubled or perhaps tripled in capacity, but only with a generous infusion of federal, state, and private-sector funding. In short, as things are now, existing programs are in real danger of being overwhelmed by a demand that they are not equipped to meet.

- The CONTACT Literacy Center is of central importance to the success of the PLUS and Ad Council campaigns. The costs of operating this national telephone referral system when PLUS is launched will increase about six-fold. Yet CONTACT has so far met with only minimal success in raising the funds needed to support the Ad Council campaign. Gary Hill estimates that somewhere in the neighborhood of $1.9 million will have to be forthcoming if CONTACT is to effectively field the tremendous volume of calls (more than 600,000) it will get during the year beginning in September.

- The Arkansas, South Carolina, and Los Angeles projects are also important elements of the national awareness effort. Moreover, they are all the more important because of the potential they hold as national models of direct instruction. Yet all are in need of major funding. *Project Second Chance* is budgeted at $1.8 million. Some aid has been forthcoming from the Winthrop Rockefeller Foundation, the Mott Foundation, the Piton Foundation, and Wal-Mart Stores, but considerably more is needed. Research, development, and production of the AMERICAN TICKET pilot was funded by a $500,000 grant from the Harry and Grace Steele Foundation, with modest supplementary funding from the California Department of Education. Several million dollars more are needed to develop that series for national use. And when the SCETV research activity turns to production of actual materials, substantial funding will be needed for that.

It is stating the obvious to note that television production is extremely costly. Yet the kind of activity represented by these three projects holds great promise in efforts to combat the national adult illiteracy problem. Because of its extensive outreach, its low unit cost when reaching national audiences, and the pedagogic versatility it has already demonstrated at higher education levels, the potential of television as a direct provider of basic skills instruction could be enormous under the right circumstances.

It is to be hoped that the challenge of the above broadcast activities, especially those of PLUS, can be met. The business community is certainly a much-needed partner in the non-broadcast response. So is the general philanthropic community. But no one has a more vital role than state and federal legislative officials, governors, and mayors. In this regard, the recently announced literacy project of the Education Commission of the States (see News in Brief) could be of tremendous assistance.

Finally, it should be noted that this article has focussed on the ingredients for success in the short-run. It should be kept in mind that, in the long run, major problems bearing on the effectiveness of instruction will also need to be addressed. There is, for example, still a paucity of research on how to develop instructional materials for adults most in need of basic skills help. And suitable tools will have to be developed for diagnosing and assessing learning—something needed by all operating programs. Moreover, the thousands of people who will volunteer their help in response to PLUS and the other activities will need to be supported by more professionally-trained teachers and managers. Each of these are major challenges in themselves, each will take years of work and a national resolve to stay with it. ■

CAST-OFF YOUTH

Some one-third of our nation's youth is considered to be "at-risk." Coming from backgrounds of poverty, social deprivation, and minimal schooling, these young people have motivational and basic skills problems so severe that they are thought to be very difficult, if not impossible, to train for employment.

JTPA, Job Corps, and other major social programs are attempting to address this human resource problem, but they have drawn very little on the accumulated experience of the military, by far the largest employer and trainer of "low-literate" youth. A major new report, *Cast-Off Youth: Policy and Training Methods From the Military*, could help turn this situation around.

The quality of our armed forces is generally thought to have deteriorated since the Sixties when large numbers of "at-risk" youth were admitted. Yet the fact is that these Americans have been heavily recruited, and have served, during every war mobilization since the turn of the century. Furthermore, a huge body of research shows that the military has trained them to perform effectively in military jobs for which they were needed.

Cast-Off Youth presents a vast amount of data on just how the military has gone about examining, selecting, classifying, training, and employing the hard-to-train segment of the population over the years. More to its purpose, the report also analyzes the implications of this accumulated experience for both civilian program design and instruction and future military training policy.

This two-year study, funded by the Ford Foundation, was researched and written by Thomas Sticht, William Armstrong, Daniel Hickey, and John Caylor. It takes Project 100,000, a unique social action program launched during the Vietnam War, as its starting point–giving the most complete analysis of this program and its participants that has ever been done. It also traces the history of similar military training programs for the disadvantaged, especially those during World War II and the Korean War, describing in detail some seven programs developed by Sticht et al for use by the military in preparing "at-risk" recruits for service.

Project 100,000 is given special attention because, unlike earlier progams, it explicitly cast the military in the much-debated role of "social agent," with Congress making generous provision for the most massive research and evaluation effort ever conducted on a military training program.

A major goal of Project 100,000 (which had triple the 100,000 enrollment intended) was to demonstrate that "cast-off" youth are trainable for certain essential military jobs. Another was to see whether these people, if taught meaningful skills in specific job contexts, would be more employable and productive citizens after returning to civilian life. Performance statistics were regularly accumulated and reported for each recruit in the program, as well as for a control group of enlistees with the same backgrounds.

Cast-Off Youth reports many highly significant findings. One is that in 1983, a full twelve years after Project 100,000 ended, some 8,200 participants had attained career status in the army and were working in higher occupations than personnel from the control group. Moreover, after returning to civilian life, the majority of Project veterans were indeed found to earn more, have less unemployment, and have higher enrollment in educational programs than non-vets of similar background. (Some 68 percent of Project 100,000 vets have used the G.I. Bill.)

A key conclusion is that the military, (which tends to select out "low-literate" adults during peacetime) was so successful in preparing such people for work that it should recruit and train them precisely during peacetime when pressures are more relaxed. It is argued that during mobilization the system would then be better able to accommodate larger numbers of high and low aptitude personnel.

Another major conclusion is that civilian programs, including those run by business, could clearly benefit from a careful look at what the military has done and how, as well as from much more research on how to develop the special curriculum and instruction required to teach "low-literate" youth.

Analysis of Project 100,000 produced a set of principles, described in detail in the report, which the authors used in an effort to begin transferring military experience to civilian use. They developed a prototype Electronics Technician course, the first to fully integrate basic skills and job training in either a military or civilian setting, and successfully tested it on civilians in a college setting.

Cast-Off Youth is packed full of information and insight and should be a resource of immense value to designers and evaluators of youth employment programs everywhere.

(For more information, contact Tom Sticht, Applied Behavioral and Cognitive Sciences, PO Box 6640, San Diego, CA 92106. A two-volume set of the electronics course can be ordered from ABC for $40.)

CORPORATE LITERACY ACTION

AMERICAN BOOKSELLERS ASSOCIATION

"Give the Gift of Literacy," a major national fundraising, customer awareness, and education program of booksellers in the U.S. and Canada was launched in May at the ABA Convention in New Orleans. Later this summer, the Canadian Booksellers Association will announce its version of the program at its national convention in Vancouver. The U.S. campaign is supported by the ABA and the National Association of College Stores. Together with the Canadian Booksellers Association, they represent some 9,000 bookstores.

In the U.S., "Give the Gift of Literacy" hopes to raise at least a million dollars over three years for national and local literacy organizations serving both children and adults. The campaign was tested for several months in more than 100 stores in Minnesota to evaluate its strategy and appeal. Funds will be raised through customer contributions. Each paticipating bookstore will display the official campaign poster based on an illustration by the German artist, Martin Escher. Funds will be collected in special plexi-glass display boxes bearing the slogan "Your Change Can Change the Lives of Millions." The stores will receive a variety of promotional materials including copies of the above poster, bookmarks, brochures, and local campaign information. "Give the Gift of Literacy" also appeared on the cover of nearly every Marvel comic book published from mid-May to mid-June, covering some 40 titles with a combined circulation of 4-5 million copies.

Telephone Pioneers of America, a 600,000 member organization of telecommunications employees, has volunteered to help collect and distribute funds to designated literacy organizations. The Coalition for Literacy and

Reading Is Fundamental have been selected for the first year's contributions. Funds raised during the second and third years will go to local literacy organizations.

Among start-up funds raised so far for the campaign, $100,000 has come from Simon & Schuster, Gulf & Western, and AT&T. The Book-of-the-Month Club has given $30,000. John Wiley & Sons and Harper & Row have pledged $1,500 each, and the Upper Midwest Booksellers Association and the National Association of College Stores have each donated $5,000. ABA will be giving $7,500 to help the campaign get underway and Dayton Hudson Corporation has contributed $80,000.

(For more information contact Allan Marshall, Special Projects Director, ABA, 122 E. 42nd Street, New York, NY 10168 (212) 867-9060.)

MAGAZINE PUBLISHERS ASSOCIATION

The Magazine Publishers Association (MPA) has named August 1986 "Magazine Literacy Month." All of MPA's 206 member companies, representing 775 magazines, have received letters asking them to run the Coalition for Literacy's Ad Council ad in their August issue. To date, about three-fourths of the companies have agreed to do so. At the same time, an all-out public relations campaign will be mounted to call attention to the project. *Good Morning America*, *CBS Morning News*, and other media will be giving the campaign coverage. Publishers have the option of coding their ads and MPA will track the contributions given to each magazine.

(For more information contact Barbara Collins, MPA, 575 Lexington Avenue, New York, NY 10022 (212) 752-0055.)

PRINTING INDUSTRIES OF AMERICA

As part of the Graphic Arts Literacy Action Program (GALAP), a new poster to help fight adult illiteracy was developed entirely through contributions of various groups in the graphics and communications industry at their national convention. Coordinated by the Printing Industries of America (PIA), the effort produced 45,000 17" x 23" posters calling for literacy tutors to volunteer their time to this important national cause. The poster will be distributed by the Coalition for Literacy to thousands of schools and libraries across the country.

An outstanding example of teamwork, the poster was designed, photographed, and printed by volunteers in the industry. Others donated ink and supplies. For example, when the original artwork was ready, Waldman Graphics (Pennsauken NJ) did the pre-press work. Enco Printing Products (Somerville NJ) assisted in the platemaking, Gans Ink (Los Angeles CA) provided the ink, and Miller Printing Equipment (Pittsburgh PA) ruled its 6-color press at Graph Expo West.

(For more information about GALAP, or to purchase a copy of the poster ($3 to cover cost and handling), contact Marcia Horn, PIA, 1730 N. Lynn Street, Arlington, VA 22209 (703) 841-8155.)

WHAT OTHER COMPANIES ARE DOING

Allstate Insurance Company, Illinois Bell, Deere & Company, People's Gas & Light Co., and **Sears Roebuck** are among the companies represented on the board of Chicago's Safer Foundation. **Quaker Oats, W. Braun Company, Harris Trust and Savings Bank**, and **Spiegel Inc.** provide funding to Safer. The Foundation, which provides basic skills training for ex-offenders, recently merged with the Pace Institute, which operates a volunteer basic skills program for inmates of the Cook County Jail. Pace receives financial support from **Bell & Howell, Barton Brands, Ltd., Inland-Ryerson Steel**, and **McDonald's**. **Prudential-Bache Securities, Arthur Andersen & Co., World Book Encyclopedia, First National Bank of Chicago**, and other companies are represented on Pace's board. Since their recent merger, the two programs have jointly received funding from the **Amoco Foundation** and the **MacArthur Foundation**.

American Express Company has granted $5,000 to the Senior Community Service Program of Parkersburg WV for its senior citizen literacy program. **American Cyanamid** has also funded the program.

The American Newspaper Publishers Association featured literacy as a key topic at its April convention in San Francisco. Jonathan Kozol urged conferees to consider the impact of adult illiteracy on the nation's print industry.

The American Paper Institute has recently agreed to publicize the literacy issue to its paper company membership nationwide.

The Association of American Publishers co-sponsored a fundraising event in June which netted $65,000 for Literacy Volunteers of New York City. Jimmy Breslin, Nora Ephron, and other nationally known authors read from their works. Reporter Diane Sawyer ("60 Minutes") served as moderator and national columnist Liz Smith was the honorary chairperson.

The Bank of Delaware has financed the production of literacy awareness flyers to be distributed by the Delaware Coalition for Literacy.

Barclay's Bank of New York recently made a grant of $60,000 to the Union Settlement House for its basic skills services to women from the largely Hispanic community of East Harlem.

The **Chicago Tribune Charities** took the lead in organizing Chicago's first city-wide conference of literacy providers in May aimed at improving coordination of literacy services there.

Current, Inc. and **Shepard's McGraw-Hill** worked with the Neighborhood Reading Project of Colorado Springs by sponsoring a June luncheon to promote business awareness of adult literacy in that community and workforce. Companies were urged to see employee illiteracy as a solvable problem and to consider setting up instructional programs for their employees. They also were urged to give financial support to the local eight-member Coalition for Adult Literacy. Current, a national mail order firm, is already working with the Neighborhood Reading Project to provide on-site basic skills instruction for 11 of its employees, with 11 other employees serving as volunteer tutors.

Ford Motor Company, the **Van Dresser Corporation**, and **Mack Iron Works** provide basic skills instruction to their employees in collaboration with the Sandusky (OH) ABE program. Classes are held on company premises, a major reason for the program's success. A United Auto Workers representative said: "It's unbelievable what the program has done to the membership. It seems everybody's going back to school." Elsewhere in Ohio, **General Motors Corporation** and **Packard Electric** work with the Mansfield and Warren ABE programs to provide similar programs for their employees.

The **Geraldine P. Dodge Foundation** has funded the creation of a series of tutor training videotapes by Literacy Volunteers of New Jersey. The tapes are being aired on New Jersey PBS stations and are also used in LV-NJ tutor training sessions.

The Greater Boston Chamber of Commerce sponsored a "Forum on Employee Basic Skills" in March in which representatives of area companies discussed the need and options for setting up employee basic skills programs. Officials from **Blue Cross/Blue Shield of Massachusetts** and **Polaroid Corporation** described their experiences in operating such programs.

Hillsboro News Co., a wholesale book and magazine distributor, has developed a colorful reading materials display entitled "Reading Rainbow Express." The company places the display in affiliated retail stores for three-week intervals. A percentage of the sale proceeds from the displayed books and magazines is being donated to the Florida Literacy Coalition and to literacy programs in communities where Hillsboro and its affiliated stores operate. The company is represented on the Coalition's board.

In May **IBM** hosted a meeting of the Texas Governor's Task Force on Literacy, the newly created statewide planning body.

Illinois Bell recently publicized the state's literacy hotline number in an insert enclosed with monthly statements mailed to its 3.5 million customers.

Pacific Power and Light Company's manager of public information is on the board of Oregon Literacy and also serves on the board of the company's employee volunteer program. **Aetna Life and Casualty Foundation** and **Milne Construction Company** are among Oregon Literacy's funders this year.

Scripps-Howard brought together editors from its nationwide chain of newspapers for a June meeting in Memphis. Sponsored by Laubach Literacy Action, the purpose of the meeting was to provide guidance on what the newspapers can do to help support local literacy efforts.

Sun Company recently opened a literacy tutoring site in its Philadelphia facility, in collaboration with the Mayor's Commission on Literacy.

Transamerica Corporation provided space for a February meeting of the California Alliance for Literacy, a multi-sector planning body which includes representatives from the **Times Mirror Company** and various government and non-government literacy organizations.

AVAILABLE FROM BCEL

- More than 85,000 copies of BCEL's leaflet ***Functional Illiteracy Hurts Business*** have been distributed so far to local literacy programs for use in their fundraising efforts. It gives specific suggestions to business on how to help support adult basic skills programs. Programs can insert their names and addresses on the back flap. Copies are available at no cost for a modest supply but due to heavy demand there is a small per item cost for large orders.

- BCEL's ***STATE DIRECTORY OF KEY LITERACY CONTACTS*** is an aid primarily for businesses that want to explore ways to provide funding or other support to adult literacy programs in their states and communities. Copies are $5 each prepaid.

- Back issues of the BCEL Newsletter are available at no cost for up to 24 copies and at 25¢ per copy thereafter. Most issues of the Newsletter contain a feature article on an important aspect of adult illiteracy. The following may be of special interest: *CBO's, Reaching The Hardest To Reach* (April 1986); *Libraries & Literacy* (January 1986); and *The Case For Computers* (July 1985). Newsletters may be reproduced in whole or part without permission but a copy of the publication in which material is used should be sent to BCEL.

- *TURNING ILLITERACY AROUND:* ***An Agenda For National Action*** consists of two BCEL monographs which assess the short- and long-term resource needs of the adult literacy field and present recommendations for public and private sector action. The set is available for $10. Please send prepayment check made out to BCEL with your written order.

- *PIONEERS & NEW FRONTIERS* is a BCEL monograph which assesses the role, potential, and limits of volunteers in combating adult illiteracy. Copies are $4.50 each; a prepayment check should accompany your written order.

- Issue One of the *BCEL BULLETIN* provides how-to-do-it information to businesses wishing to start up or consider company programs in which employees volunteer as tutors and staff for external adult basic skills programs in their communities. Copies are available at no charge. (The second issue of the *BULLETIN*, to be available by fall, will provide guidance to businesses on what to consider in developing programs of basic skills instruction for their own employees.)

The **Business Council for Effective Literacy** is a publicly-supported foundation established to foster greater corporate awareness of adult functional illiteracy and to increase business involvement in the literacy field. BCEL officers and staff interact with literacy programs and planners around the country—continually assessing their activities, needs, and problems—so as to provide responsible advice to the business community on the opportunities for their involvement and funding. BCEL's work is carried out largely through a varied publications and technical assistance program.

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For Attachment to the Testimony of Harold W. McGraw, Jr., before
the Senate Adult Education Hearing--8/5/87

If you would please submit written answers to the following questions along with your corrcted testimony, your answers will also be included in the Record.

Questions By Senator Quayle for Adult Education Hearing:
August 5, 1987

For Panel II:

1. The House reauthorization bill includes a requirement for state advisory councils. Do you think that state advisory councils should be mandated?

2. The House bill also includes a provision requiring states to evaluate at least one-fourth of their local programs each year. Do you feel this is necessary? How burdensome would such a requirement be?

3. How important is state flexibility to the success of this program? Could you describe innovative programs that you conduct under this program with the flexibility you now have?

4. Can coordination between adult education, the educational system, and the job training system be improved? If so, how?

5. Is business involvement in this program widespread? Is business involvement in this program a good idea? How can it be encouraged?

As requested, the following are my answers to the above five questions. (Attached)

For Attachment to the Testimony of Harold W. McGraw, Jr.
Before the Senate Adult Education Hearing--8/5/87

As requested, the following are my answers to the above five questions.

1. I doubt the usefulness of State Advisory Councils, especially if mandated. More important is to help develop and provide supports and encouragements for comprehensive statewide planning bodies (which have broad representation and whose purpose is to coordinate, integrate, interact with legislative leaders at the state and federal levels, develop instructional resources, and the like). More than half the states already have such bodies, and they are at this stage effective in varying degrees. Most others have at least some form of organization in place. This process needs nurturing. Adding a layer of bureaucracy in the form of an advisory council may only cloud the situation and take funding needed more urgently from planning and provision.

2. I would advise against requiring states to evaluate any specified number of local programs each year. First, "one-fourth" and "each year" seem too arbitrary. Second, and more importantly, this would be very burdensome at a time when there are no clear measures for evaluation and when planners and providers alike can barely meet current challenges.

3. If one were proscribing a formula for all states, only the most general guidelines would be workable because literacy, general education, marketplace factors, social needs, and population groups and their needs vary significantly from state to state. Where there is a need for flexibility is in the eligibility criteria for funding. A wider range of organizational types needs to be accommodated. There are still only two or three states that make their ABE funds available to CBOs, for example.

4. Coordination between adult education, the educational system generally, and the job training system certainly could be improved. It seems reasonable for the federal government to require comprehensive state planning as a condition of certain funding, but literacy for job purposes is just one aspect of the overall adult illiteracy problem. Literacy programs and funding also should take account of the need for linkages and coordination with public assistance programs, immigrant programs, and correctional programs. The best single approach, I feel, is to foster the involvement of job training groups along with others in the work and membership of state planning groups.

5. Business involvement is definitely needed and is growing. Congress might review and consider tax and other incentives to encourage further involvement, and look for opportunities in some funding programs to make employee basic skills programs eligible for public support. Certain grant programs might require the states to present a plan for involving business as a partial requirement for funding. The important thing would seem to be support mechanisms and, where appropriate, funding formulae that provide a strong voice for the private sector.

Harold W. McGraw, Jr.

Senator PELL. Mr. Nikitas, Council Member and Chairman of the Government Relations and Legislation Subcommittee, National Advisory Council on Adult Education.

Mr. NIKITAS. Thank you, Senator.

It is an honor to be here to testify for the NACAE in support of reauthorization.

During this year alone, the NACAE has had five regional hearings throughout the country on the subject of reauthorization, and we have uncovered what we feel to be some rather stimulating facts.

Next on this coming September 28, the NACAE will sponsor a symposium at the University of Pennsylvania to hopefully come up with an interdisciplinary framework—a definition of precisely what literacy and illiteracy are.

It is only when that consensus is reached that we can begin to consistently and coherently attack this major national nightmare.

The NACAE recommends:

Levels of funding.—We should return to the levels of funding that existed in the 1960's (Level 1—zero to 4; Level 2—5 to 8; Level 3—9 and up) rather than the two levels as exist today.

We find that very often local providers find it much easier to train those who are most educable, who are least labor-intensive in their needs for training, and end up training those people on the high end of Level 1 as opposed to having specificated and earmarked needs on those people who are the most fragile in our society, the most in need.

We also believe that this will, hopefully, begin to turn the tide back to quality in what we are doing out there in the field, as opposed to the quantity. So many times now, we read that "x" thousand have passed through our program last year, and "x"-plus passed through this year, and that is supposed to be a public measure of success. I think we all recognize that that in fact could actually be the reverse of what could be true.

MAINTENANCE OF EFFORT PROVISIONS.

Most State directors view the maintenance of effort provisions, really, as a legislative incentive to distort and deceive, even in their basic data collection. In anticipation of many regional economic downturns, most States deliberately under-report their actual State commitment so as not to be penalized by any reduction in the Federal funding. The NACAE believes this legislatively impedes our ability to gain accurate data from the field.

DUPLICATION OF EFFORT IN SECTION 309.

Because of this heightened public and political awareness of the crisis, the NACAE believes that new legislation and any of its concomitant duplication of effort might be precisely exactly what the doctor does *not* order. There is no current means to quantify the aggregate Federal funds already being committed to adult basic education outside the purview of this Act. No one—no one—has yet unravelled the massive duplication and waste in overlapping appropriations of adult education funds by the Departments of Defense and Labor, HHS, et cetera.

Before we call for more money at the local level, we recommend that we shake loose the money caught in the Federal money tree. Once the Federal Government can tell us *how much* it is already spending, then the NACAE believes the Federal Government must really examine how that money is being spent. There must be a horizontal cooperation and a sharing of data between all governmental agencies on each step of the delivery system.

STUDENT PROGRESS IN SECTION 306

We believe there must be some objectivized means to assess individual student progress. Many students can never hope to benefit from the program, but under current guidelines, must continue to be served. We heard repeatedly from State directors and local providers that the presence of these students is a definite disincentive for other students who want to learn, and it often leads directly to increasing the dropout rate and even denying seats for other students who yearn to learn.

RESEARCH AND DEVELOPMENT

There must be also an incentive at the national level to encourage research and development into new curricula. The current State and local bureaucracy is both fearful of destabilizing change, and it is frankly too overworked to undertake that burden.

COMPUTER TECHNOLOGY

The NACAE believes that attention must be given to the information age computer technology to break away from the labor intensity of one-to-one training and move to group training of perhaps 30 or 40 to one.

My time is up. Thank you, Mr. Chairman.

Senator **Pell**. Thank you very much, Mr. Nikitas.

I was struck within your testimony, you had a reference to phonics. Would you say that the use of phonics in teaching reading should be encouraged over the "look-say" method? What do you mean by "phonics", exactly?

Mr. **Nikitas**. The phonics method as we see it is the diphthongs and the "ph"s that make phonics and that type of group, rather than "look-say". In these tests, the stats show since 1911, phonics has been far more effective a means. And I do not think there was any one test that showed that there was any contravening evidence.

Senator **Pell**. Could you enlighten me—what do you mean by "phonics"?

Mr. **Nikitas**. That is what I was saying—the diphthongs, the sounds of a "ph" meaning "f" and how you create words on that basis, rather than the "look-say" method of you see a cow, and you are told it is a cow.

Senator **Pell**. I do not think I understand you, but my staff will educate me as to what you are saying, I hope. [Laughter.]

Mr. McGraw, I am very glad indeed you are here. I was struck by the statement that you made with regard to the increased amount of knowledge necessary to adjust to today's society.

Maybe you would be able to furnish the Committee a sample of your quarterly newsletter to be included with your testimony.

Mr. McGRAW. I am sorry, Senator. I did not get your question.

Senator PELL. Do you have a copy of your quarterly newsletter that could be incorporated into the record?

Mr. McGRAW. I do, indeed.

Senator PELL. Good. We would like to put that in the record.

Now, I was curious if you had any views as to the general effectiveness of the three different methods of communicating ideas. One is through books; the second, through magazines; third is through television. And I believe I am correct in saying that the average student spends more time in front of the television screen than he does in class, or pretty close to it.

I was wondering if you had any reactions as to the relationship between magazines, books and TV?

Mr. McGRAW. No. If you are making the comparison, Senator, between television, robbing of reading time and hence reading ability——

Senator PELL. Right.

Mr. McGRAW [continuing]. We have seen a lot of studies on this; we have argued about this. We do not feel that television—it can take from reading time, of course—but we do not feel it is in any way leading to illiterates. So that in fact, by opening the mind to all kinds of possibilities beyond one little area, television very often has an opportunity to create reading interest. But the problem, we feel, is not television in that respect, but the problem has its roots in the home, in terms, as you said in your statement, that in one sense, illiteracy is inherited, and unless we can get at a working relationship between the parent, the child and the school at an early age, at the Headstart age, and in the all-important first two or three grades for reading, our job is much, much tougher.

But I do not consider television as a real threat to literacy. We have all sat through, watching with awe, as children are able to keep one eye on the television and the other on a book. I do not recommend it, but it can be done.

Senator PELL. Thank you.

Mr. Mason, in our own State of Rhode Island, where you pointed out we rank tenth on a percentage basis among those who are illiterate. How do you account for that?

Mr. MASON. Well, I think it is a combination of factors, Senator. I think first of all, we have had over the years a very high dropout rate in the schools. We are still somewhere in excess of 25 percent; one out of four youngsters when they enter freshman year in our State, the likelihood of their graduating is not that good. We are concerned about that. The Commissioner of Education up there has a lot of programs and ideas in mind about ways to reduce that.

I think part of the problem may also be contributed to by the fact that we have experienced considerable immigration in the State of Rhode Island. But I think it is a cumulative thing as well. I think over the years, and as the years have gone by, the dropouts have been neglected; people have left school even earlier than age 16. I know we are starting to work with some of the public housing projects in the City of Providence, putting literacy programs in place there, and we have been told while planning these programs that there are youngsters even in fifth or sixth grade who are not in school on a recurring basis and just literally drop out of the system.

So I think that that process would also support what Mr. McGraw and what Senator Chafee have talked about, the parent-child literacy programs which would make the home more supportive.

So it is really a combination of factors that have contributed to the problem.

Senator PELL. The school dropout bill has been added to the trade bill that we passed a few days ago, so you may have some solace there.

Dr. Johnson, I was struck with your statement that the planes of World War II required only 35-page operating manuals, but now they require 64,000-page operating manuals. What kind of planes are you talking about in each case?

Dr. JOHNSON. Well, this is from a study done by Roger Farr at Indiana University on literacy needs in the military, very recently. He was talking about F4s and the volumes of training manuals for those who repair such aircraft. Maybe that attests not only to the complexity of the craft but also to the verboseness of people who write such documents.

Senator PELL. A 64,000-page manual, that would be probably more than 100 volumes.

Dr. JOHNSON. Yes, absolutely; it is a lot.

Could I respond to your question about phonics, earlier?

Senator PELL. Please.

Dr. JOHNSON. Since reading is my area of concern—phonics simply means pronouncing words that you do not recognize in print. What it means is that children or adults are taught letter sound relationships so that they can pronounce words they do not recognize in print. They learn the relationships of "J-o-h-n"—they can put that all together and pronounce "Johnson".

Then maybe that triggers some meaning. We have 26 letters to deal with; we have 45 sounds to deal with in our language—but with a total of about 800 letter sound correspondences, because different letters stand for different sounds.

But the whole purpose of it is to help kids or adults pronounce words with the expectation that if pronounced, they already know that word; it is up here, in the head.

The argument about "look-say" versus phonics died decades ago. There is no right-meaning teacher at any level I know of, any thinking teacher, who does not incorporate phonics instruction, because you do want to help learners get inside their heads.

Similarly, there is no right-thinking teacher that I know of who would deny students access to acquiring words, word meanings, sentences, and on and on and on. So this notion of an either-or, a phonics or a "look-say", is primarily of historical interest.

Senator PELL. Thank you.

Ms. Williams, how well do the adult education programs work with the literacy volunteer groups?

Indiana was a State that was a little late getting into the volunteer tutoring business, not only in terms of the adult education program itself, but even in the volunteer groups. In the last few years, though, we have formed, I believe, a very, very strong State Literacy Coalition that has drawn in all sectors. The leadership of that Coalition is drawn not only from adult education, but from the volunteer literacy sector, from the library sector, from the job training sector, and so on. We have truly tried to address the problem as partners.

As such, we have seen a strong growth in both the number of independent volunteer literacy groups and the number of adult basic education programs that are either tying in with the independents or are beginning to use volunteers more in their own instruction. It is quite a remarkable change.

My perception from talking to my colleagues around the country is that you will see some similar changes there. I am not saying that there are no conflicts or turf problems between adult basic education and volunteer groups, because we all know that there are. But I think those are being minimized. There is beginning to be a sharing of resources and the beginnings of a recognition that we need each other—and we do need each other, because we serve different needs, and if we can simply work together so that the tutorial type of approach can lead later, as a person acquires skills, into a group setting, I think we have an ideal marriage of different programs.

Senator **Pell**. Thank you very much.

Senator Stafford?

Senator **Stafford**. Thank you, Mr. Chairman.

Dr. Johnson, your statement that the World War II plane used a 32-page manual, and now they are using one with more than 50,000 pages, causes me to speculate that maybe Delta Airlines pilots are still using the 32-page manual. [Laughter.]

I will not ask you to comment on that.

I was much taken, though, with your comment that, if I heard you correctly, that reading represents a person's greatest intellectual achievement. I agree with that, and it has caused me again to speculate on how much a person misses if he or she never does learn to read and cannot enjoy all the literature of our own Nation's culture and literature of other nations in other languages. So I think you hit a responsive chord on that particular note.

As an expert in the workplace literacy, what do you think is needed most at the instructional level to improve adult education?

Dr. **Johnson**. I think the greatest thing needed is to move what we have learned from the research on teaching and improving vocabulary and comprehension with children; what we have learned there over the past decade and a half since the formation of the Center for the Study of Reading by the Federal Government at the University of Illinois and other projects, we really do know now how to teach kids how to read, and we know it very well—as attested to by the National Assessment of Educational Progress data. We have had gradual but significant improvement in reading in the past 14 years over four assessments, even significantly steep improvement for black and Hispanic kids.

What needs to be done now, because those of us doing that kind of research and engaged in working with children do not have the background that my colleague to my right does in working with adults, and it seems to me that some of the things that we have found that work very, very well with children, with modification, might be very, very successful in working with adults. What they are primarily are strategies and programs with funny names like "semantic mapping" and other kinds of things that really help the learner relate new knowledge to prior knowledge. That is the key to the whole thing, so that we have information we now are using in our schools, and it works very well, and literacy is on the rise.

Senator STAFFORD. Thank you very much. To you, Mr. Mason and to you, Ms. Williams, we have a series of questions that we are going to submit in writing and ask that you might respond to them in writing at your early convenience for your record.

I will ask you presently and here only this question. Have either of you known of instances where individuals seeking a basic education and literacy instruction have had to be turned down?

Ms. WILLIAMS. Yes, unfortunately, that does happen. Interestingly enough, we stopped collecting information about waiting lists because we felt that it was almost becoming a "plum" to say that you had a long waiting list, and we wanted to start giving our local programs a different kind of message, and that was to try to find the resources to serve people when they come along, whether that means going out and developing new partnerships or whatever it may take. Not that that is easily done. But we do know that despite the best efforts of people to provide, there are areas where programs are full, and to take more people in will not be doing anyone a service because they are not going to be served very well when they are there.

Senator STAFFORD. Thank you.

Mr. Mason?

Mr. MASON. Yes, I would second that, Senator Stafford. We have found that there has been a waiting list that has been developed for people who are interested in being served through the volunteer system, those who do not feel comfortable about going into a more formalized program, and they are looking for help on a one-to-one tutorial kind of an arrangement. I think a lot of that has been generated as a result of the Project Plus and some of the other public awareness activities that have been going on.

But we have also seen it happen in Rhode Island in more formal programs as well, and I might demonstrate where this might be. This is a book of writings and records and personal testimonials that were put together by a group of single parent mothers in one of our community-based organizations. They currently have a waiting list in that there is such a great need in the South Providence area for literacy instruction, and the people trust what happens in this particular organization and they would like to go to it. And we are unable to reach as many as we would like.

Senator STAFFORD. Thank you very much.

Mr. Nikitas, how do you see a central database system for adult education and literacy programs at the Federal level helping to remedy the problem of illiteracy in our country?

Mr. NIKITAS. Senator, the difficulty, as we said, is with the duplication of effort and no real accuracy in any of the data collected from the field, that we do not know what is being provided by governmental agencies, community organizations, by any nonprofit providers. So we all tend to be shooting in the dark, and without that consistent and accurate data. One recommendation that has been bandied about is to ask the Bureau of the Census to perhaps do literacy testing in the next Census so we can find not only who but where and how; and that then can leverage activity both at the Federal and all the way down to the local level with the rest of the changes that are incredibly essential.

Senator STAFFORD. Thank you very much.

Finally, Mr. McGraw, how can we at the Federal level encourage business more to become involved in literacy instruction?

Mr. MCGRAW. Well, I think, Senator, that the demographics that I spoke to are going to encourage business—it is a tough way to have to get encouraged—but to encourage business to do more about literacy in the workplace.

As you know, 67 percent of the jobs in this country are with small business, some 500 people or less; it is a very expensive task to reach those small businesses for the private sector and many of the States, and give them information, if they have five or ten, or two or three, people who need help, to be retained on staff; how do they work with local schools and local ABE programs and all the rest. And the Federal Government, one way or another, could help us very greatly by being a vehicle or conduit to get down to those small businesses.

And of course, the Federal Government could continue to build a leadership role in this. Funding is important, to be sure, but it is more than funding. I think I have talked in all 25 States which have Coalitions, and so often, Senator, each State reinvents the wheel and wants to know how the other State did it. And I would like to see the Federal Government putting forth more of a roadway or a guideline for all the States to be able to follow through their coordination in this. We don't have the resources to afford duplication.

Senator STAFFORD. Well, thank you all very much. We appreciate your help.

Senator PELL. Thank you very much indeed for being with us. The record will be kept open until the 11th of September for any additional statements or thoughts.

[Additional material submitted for the record follows:]

NATIONAL COUNCIL OF STATE DIRECTORS
OF ADULT EDUCATION

Statement

on behalf of

the National Council of State Directors of Adult Education

on

the Reauthorization of the Adult Education Act

before the

Subcommittee on Education, Arts and Humanities

of the

Senate Committee on Labor and Human Resources

United States Senate
430 Dirksen Senate Office Building

August 6, 1987

Submitted by

Garrett W. Murphy, Chairperson
National Council of State Directors
of Adult Education
Division of Adult and Continuing
Education Programs
New York State Education Department

Senator Pell, Senator Stafford, and Members of the Subcommittee, the National Council of State Directors of Adult Education appreciates this opportunity to submit testimony in regard to the reauthorization of the Adult Education Act. The members of our Council are the chief administrators of Adult Education Act programs in all States and Territories. We are responsible for the distribution of funds and for the quality and evaluation of all local programs funded under the Act.

We believe that the Adult Education Act has stood the test of time as an excellent well designed piece of legislation. As new literacy needs emerge in coming years, the structure of the Act can provide a foundation for needed new elements. Our testimony is directed at two of these emerging needs, workplace literacy and literacy efforts needed for reform of the welfare system. We also make recommendations about several administrative issues.

The National Council of State Directors of Adult Education applauds the interest of the Senate in workplace literacy demonstrated by the inclusion of this concept in S. 1420, the omnibus trade bill. However, we believe that the objectives of improving America's competitiveness would be better served by a larger appropriation which could be distributed to all states through the existing Adult Education Act formula. Accordingly, we support the language contained in Senate Bill 1227 introduced by Senators Rockefeller and Chiles which takes the form of an amendment to the Adult Education Act and which would ensure that workplace literacy programs would be available in all the States. This amendment would also bring the state matching provisions in line with that of the Adult Education Act overall. As a separately authorized and appropriated piece of the Adult Education Act, this provision would not drain existing resources from current Adult Education programs.

Every assessment of the needs of populations receiving public assistance has revealed that approximately one half lack the literacy and life skills needed to qualify for training and employment. Pilot programs in the States are succeeding in helping recipients raise their skills to a level where further steps toward self sufficiency become possible for the first time in their lives. The Council would be more than willing to assist the Congress in fashioning an amendment to the Adult Education Act to provide service to public assistance clients, in a manner that could dovetail with current welfare reform efforts.

Many factors are presently contributing to a significant growth in the number and size of literacy programs in the United States. Among these are the need for literacy in the workplace, the new awareness of the fundamental role of literacy instruction in welfare reform, and the proliferation of both classroom-based and volunteer programs as a result of the ABC-PBS Project Literacy U.S. campaign. Moreover, the Job Training Partnership Act and other training programs are discovering a need to expand their literacy efforts in programs for youth and hard-to-serve populations and programs for homeless persons are being initiated. The State Directors of the Adult Education Act programs in the States are increasingly called upon to coordinate these efforts, to provide technical assistance, and to manage a portfolio of federal resources and other volunteer efforts. Presently there is no statutory limit on state expense for these purposes. Rather, each state reports its administrative expense annually to the United States Education Department. This oversight by the Department serves as a check against unreasonable administrative expense while allowing state flexibility to deal with their special needs. We recommend that this arrangement continue.

Most states have instituted advisory mechanisms - some appointed by Governors and others by cabinet level officials - in response to the national literacy initiative. Consequently each of these mechanisms is approved as part of the United States Education Department's review and approval of state plans. Our Council does not feel a strong need to establish new bodies. However, if such bodies are to be established or identified, the provisions regarding the power to appoint should emulate the provisions contained in the Vocational Education Act with respect to Councils on Vocational Education. Councils in states with elected chief school officers, or with elected boards of education who appoint the chief school officer, should be appointed by the chief school officer or board of education, respectively. Moreover, sufficient funds must be made available to support any added council activity. Support of council activity should not require a reduction in a state's monitoring, technical assistance and coordination functions.

As was mentioned earlier, the PLUS campaign has led to a proliferation of small, neighborhood based "grass roots" literacy programs. When developing budgets for these programs, the aim of state negotiators is always to maximize dollars expended on direct services to participants. However, it is very difficult to set a percentage limit on dollars to be expended for administrative and supervisory functions at the local level that can apply in every case, especially when one takes into consideration the volunteer programs in which all instruction is contributed. States need to retain the flexibility contained in present law to negotiate budgets with local literacy providing agencies.

Finally the Council recommends that the maintenance of effort clause in the reauthorized Adult Education Act be consistent with that of the Education Consolidation and Improvement Act, i.e. a 90 percent maintenance of effort. Presently the Adult Education Act maintenance of effort requirement is set at 100 percent. Consequently a very minor variation in state support could result in a state's forfeiting its entire federal allocation. Certainlv there is merit in having consistency among the various maintenance of effort requirements of federal education programs.

Mr. Chairman, the Council of State Directors of Adult Education appreciates this opportunity to submit our views on the Adult Education Act as you prepare for its reauthorization. The Council stands ready to assist you at any point in this process.

CITY OF BOSTON • MASSACHUSETTS

OFFICE OF THE MAYOR
RAYMOND L. FLYNN

June 30, 1987

The Honorable Edward M. Kennedy
113 Russell Senate Office Building
Washington, DC 20510

Dear Senator Kennedy:

I am pleased to express my support of the "Family-School Partnership Act," which you co-sponsored with Senator Bradley.

Several months ago, I testified before your committee in support of involving parents in their children's educational experience. At that time I suggested that one of the ingredients of real change and improved public education is the creation of a responsible institutionalized role for parents in the decisions about their children's education.

In Boston, I have worked with parents, teachers, leaders of the business community, and School Committee members and recently proposed a series of school reforms which include a stronger and more meaningful role for parents. For your information, I have included a copy of this comprehensive package, which can serve as the basis for sweeping changes that will guarantee every child in the Boston Public Schools a quality education.

I respectfully submit that the City of Boston would be an excellent site for a demonstration program under the "Family-School Partnership Act" because of our efforts to date. Boston has made a substantial commitment toward improving the quality of public schools including a strong and active role for parents. Your initiative provides an opportunity that I believe we in the City of Boston are prepared to utilize.

Thank you for your efforts on behalf of the school children and families of Boston.

Sincerely,

Raymond L. Flynn
Mayor of Boston

BOSTON CITY HALL • ONE CITY HALL PLAZA • BOSTON • MASSACHUSETTS 02201 • 617-725-4000

SOUTH Dakota
department
of education
and cultural affairs

Office of State Superintendent
Division of Education
Richard F. Kneip Building, 700 N. Illinois
Pierre, South Dakota 57501-2293

July 27, 1987

Honorable Claiborne Pell
Chairman, Sub Committee Education
Arts and Humanities
648 Dirksen Senate Office Building
Washington, D.C. 20510-6300

Dear Chairman Pell:

Gene Dickson, State Adult Education Director, and I are interested in H.R. 5 (the 'Adult Education Act') and hope we can submit the following comments for the written record:

We are opposed to the limitation on state administrative costs of 5% of our state appropriation or $50,000.00, whichever is greater, because it would jeopardize our current efforts at interagency coordination and personnel development.

To propose that the State Advisory Council operations also be funded under the limited state administrative budget is not realistic.

The proposed changes in the Act will involve more administrative costs in terms of training, evaluation, and coordination of adult education services. Therefore, we would recommend that the limitation on state administrative costs be removed and that the State Advisory Council be funded from sources other than state administrative funds.

Thank you for allowing me to comment on this very important issue.

Sincerely,

Dr. Henry G. Kosters
State Superintendent

cc: Judy Koloski, Executive Director of AAACE
Gene Dickson, State Director of ABE
Senator Thomas Daschle
Senator Larry Pressler

Education
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AMERICA

STATEMENT ON LITERACY LEGISLATION

August 20, 1987

American Council on Education
The Center for Adult Learning and Educational Credentials
One Dupont Circle, NW, Suite B-20
Washington, DC 20036

This statement is being submitted by The Center for Adult Learning and Educational Credentials of the American Council on Education. In the remarks that follow, we will most frequently make reference to provisions of the existing Adult Education Act. However, we expect that some of our recommendations might best be implemented if considered as part of other federal legislation.

Statement of Purpose

The statement of purpose as presented in Section 302 of the Adult Education Act could be improved, we believe, if the following statement were substituted for the statement now appearing as Section 302(3):

> (3) enable adults to develop literacy skills as part of individual problem-solving endeavors (e.g., securing employment, upgrading job performance, achieving independent living, etc.)

The effect of this substituted statement will be to relate literacy programs explicitly to larger concerns that are widely perceived as important to the well-being of adults within American society. In their full scope, the purposes of the Act will take into account the need to educate parents whose children might otherwise be doomed to repeat the cycle of illiteracy.

We further believe that appropriate rules and regulations should be developed so as to specify standards of performance considered sufficient for achieving the law's objectives.

Reporting

The cause of advancing levels of literacy within the American public has long been hindered by fragmentation of adult basic education information and a lack of reliable data setting forth the dimensions of the problem of adult illiteracy. Similarly, the extent of existing programs is also hidden because of incomplete data. One way to help correct this would be to require recipients of federal funds for literacy programs to report relevant facts and statistics about all adult basic or adult secondary education activities, regardless of funding source. For example, reporting should take into account data from programs funded locally, by corporations, or by the federal government (e.g., refugee programs).

Collecting facts is only one dimension of a vital need. The data need to be assembled and reported under a system that is standardized to assure consistency and accuracy. The facts also need to be analyzed and interpreted so that potential users can better understand the problem of illiteracy and the scope of present efforts at solutions.

Administrative Responsibility

To avoid duplication of effort and assure adequate monitoring of programs, we recommend that one federal department be assigned responsibility for administering all adult basic education and adult literacy programs, including those directed at special populations such as the homeless and unemployed. We further recommend that this responsibility be assigned to the Department of Education and that if additional funds are needed to cover the cost of this activity, the Secretary's discretionary funds be used.

Coordination and Dissemination

The Department of Education should, by contract or other appropriate means, assign responsibility for the following functions which must be performed if the nation's literacy initiatives are to be fruitful:

1. Collecting and analyzing data concerning the need for adult basic education and efforts addressing these needs;

2. Identifying effective delivery systems, instructional methods, and

curriculum materials, and disseminating the information obtained;

3. Identifying research needs, sponsoring research and/or encouraging others to do so, and disseminating research results;

4. Providing staff development for state level personnel including state directors of adult education, staff development personnel, and resource center personnel; and

5. Monitoring use of Section 310 funds and disseminating results of exemplary Section 310 projects as appropriate.

Dissemination should also include publication of a newsletter which will be sent to all federally funded program directors. It should also involve regional workshop sessions, monographs, and technical assistance on exemplary programs and practices.

Funding Formulas

Illiteracy in a real sense often springs from problems at the secondary, as well as the basic elementary, level of education. Adults may be unable to function successfully in contemporary society unless they improve their knowledge and skills through appropriate programs of secondary education and have opportunities for obtaining a secondary credential. Accordingly, we recommend that federal legislation require, rather than allow, that 20% of state grants be spent on adult secondary education (Section 305 (b)(5).

The present rate of matching funds required for literacy programs funded under the Adult Education Act is 90% of the costs of carrying out a state's programs (Section 307). We recommend three changes that we believe would provide flexibility in coping with varying conditions at the state and local levels. First, increase required state matching funds (progressively over a five year period) until 50% of costs are borne by the states. (At least one-half of such match should be required to come from state, rather than local, funds.) Second, allow greater federal funding participation and permit reduced match in counties or cities where 35% of the total population is without a high school diploma and not in school. Third, implement an arrangement parallel to that specified in the foregoing sentence to the states in which 35% or more of the population over 18 is without a high school diploma and not in school.

Financial Incentives

Federal legislation should provide incentives for adults, organizations and institutions to participate in literacy programs. For example, college students and graduates working in literacy programs (for pay or as volunteers) might be given more generous repayment terms on student loans. Institutions employing work-study students in adult literacy programs might have the present 20% institutional contributions waived. Businesses that develop and offer literacy programs for their employees or employee families might be given limited federal funding or modest tax incentives.

Sponsors

Include in "non-education" legislation that provides funding for literacy a mandate that existing providers of literacy programs be involved in planning and implementation of programs.

Non-governmental organizations and agencies, both for-profit and non-profit, should be eligible to receive funds to conduct basic education programs. Such eligibility should, of course, be implemented under guidelines that are appropriate for assuring program quality as well as fiscal responsibility. There must also be provisions to encourage cooperation, not competition, among providers.

Special Experimental Demonstration Projects and Teacher Training

Section 310 of the Adult Education Act authorizes funds for "Special Experimental Demonstration Projects and Teacher Training." This is an excellent concept and should be continued. However, the purpose of such programs should be clarified, duplication of projects eliminated, and performance standards for funded projects specified. In particular, we suggest that the staff-training provision specify that funded activities need to reflect principles and techniques stemming from current research in teacher staff development; and that a state-wide staff development plan for adult basic education supervisors and teachers be required of each state.

Duplication of effort is a real hazard for sponsors of projects in this category. As safeguards against needless duplication, we recommend that the Department of Education be required to approve project priorities established at the state level prior to proposal development and that some appropriate sanctions be specified for duplication of effort within or among states. It should publish a list of eligible activities under the Section 310 provisions.

The Department of Education should also provide standards for development of the state advisory boards now specified under Section 311 of the Adult Education Act. Such requirements might include staggered terms for board members and membership representative of the breadth of adult education agencies. The duties of such a board should be extended to include final evaluation of projects after completion.

Research, Development, Demonstration, Dissemination, and Evaluation

Section 309 of the Adult Education Act provides that the Secretary of Education shall set aside funds to support "applied research, demonstration, dissemination, evaluation, and related activities which will contribute to the improvement and expansion of adult education in the United States." We recommend that competitive proposals be solicited under this provision and that educational and other groups be eligible to compete.

Administration and Oversight

State plans are designed to facilitate coordination. In effect, they often do a little more than generate paperwork. We suggest elimination of the system of state plans suggested in Section 306 of the Adult Education Act. Instead, states would certify their compliance with specified standards of performance. The Department of Education would annually undertake site visits to about one-third of the states to verify compliance to standards, facilitate coordination, and assure instructional quality.

Senator **Pell**. I again want to thank Senator Stafford very much for taking over this morning.

This concludes this hearing; hearing adjourned.

[Whereupon, at 11:33 a.m., the Subcommittee was adjourned.]